DOMINICA.

REPORT

OF THE

ROYAL COMMISSION

(APPOINTED IN SEPTEMBER, 1893)

TO INQUIRE INTO

THE CONDITION AND AFFAIRS

OF THE

ISLAND OF DOMINICA

AND

CORRESPONDENCE RELATING THERETO.

Presented to both Houses of Parliament by Command of Her Majesty.
August 1894.

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on 31 October, 2019

DOMINICA.

COMMISSION passed under the ROYAL SIGN MANUAL and SIGNET, appointing Sir ROBERT GEORGE CROOKSHANK HAMILTON, K.C.B., to be HER MAJESTY'S COMMISSIONER to inquire into the AFFAIRS of the ISLAND of DOMINICA.

VICTORIA, R. I.

Victoria, by the Grace of God of the United Kingdom of Great Britain and Ireland, Queen, Defender of the Faith, Empress of India: To Our Trusty and Well-beloved Sir Robert George Crookshank Hamilton, Knight Commander of Our Most Honourable Order of the Bath, Greeting.

Whereas it is expedient that diligent and full inquiry should be made into the state of affairs existing in Our Island of Dominica, and into the causes of the discontent which is alleged to exist among a portion of the inhabitants thereof, and into the working of the existing political constitution thereof, and generally into any matters relating to the peace, order, and good government of Our said Island:

Now, therefore, We do by this Our Commission, under Our Sign Manual and Signet, appoint you the said Sir Robert George Crookshank Hamilton to be during Our pleasure Our Commissioner for the purposes of and to make such inquiry.

And We do hereby empower and require you, as such Our Commissioner, to take all such measures and to do all such things as in the interest of Our service appear to you to be advisable for the effective prosecution of such inquiry, according to such instructions as you may receive from Us through one of Our Principal Secretaries of State: and especially We do authorise and empower you to summon all such persons as you may think fit to give evidence before you, and to require them or any of them to produce any books, records, or other documents relating to Our Service which you may require to have before you.

And We do require you with as little delay as possible to report to Us, through one of Our Principal Secretaries of State, stating fully what you shall have done in the matters hereby entrusted to you, and submitting to Us such recommendations as may appear to you to be proper and expedient for remedying any evils which upon such inquiry may be found to exist, and for promoting the good government of the said Island and the welfare of its inhabitants.

I 79990. Wt. 21627.

And We do hereby command and require the Governor of Our Colony of the Leeward Islands, and all Our officers, and all other inhabitants of Our said Colony to be aiding and assisting unto you the said Sir Robert George Crookshank Hamilton in execution of this Our Commission.

Given at Our Court at Saint James's, this Twenty-second day of September, 1893, in the Fifty-seventh year of Our Reign.

By Her Majesty's Command,

RIPON.

Commission appointing
Sir Robert George Crookshank Hamilton, K.C.B.,
to be Her Majesty's Commissioner to inquire into the
affairs of the Island of Dominica.

Dated 22nd September 1893.

LETTER FROM SECRETARY OF STATE FORWARDING COMMISSION.

SIR, Downing Street, September 27, 1893.

I AM directed by the Marquess of Ripon to enclose a Commission under the Royal Sign Manual and Signet appointing you Her Majesty's Commissioner to inquire into the affairs of the Island of Dominica.

Dominica, though one of the most fertile of the British West Indian Islands, is more backward and less developed than almost any other of those islands, and its inhabitants appear to be less prosperous and contented than Her Majesty's other West Indian subjects.

There has been frequent friction between the Government and the Legislative Assembly, a partially elected body. Successive governors have complained that they were unable to obtain the enactment of measures necessary for the prosperity and good government of the island, while the elected members of the Assembly have complained that the Government did not pay sufficient regard to local opinion.

Difficulty has been experienced in collecting the taxes, which culminated in the recent deplorable disturbance and loss of life in the district of La Plaine.

In these circumstances Her Majesty has been advised to cause a full and searching inquiry to be made into the state of affairs in the Island, in order that means may be devised of removing any hindrances, which the inquiry may disclose, to its good government and to the well-being of its inhabitants, and to entrust to you the duty of making the inquiry, and recommending such measures as may seem to you advisable.

Lord Ripon, while desiring to leave you as free as possible in regulating the scope of your inquiry, would suggest that your special attention be directed to the relations between the Government and the Legislative Assembly, the scheme of taxation, and the system of collecting and enforcing payment of the revenue.

It is not intended that you should inquire into the circumstances of the disturbance at La Plaine, but the complaints submitted by some of the inhabitants of that district to the Governor on the day of, but before that occurrence, should be included among the subjects of the inquiry.

It is intended that a local law shall be enacted giving you all necessary powers of compelling witnesses to give evidence and produce documents.

The Governor has been informed that the inquiry will be held in public.

A further letter will be addressed to you as to the time of holding the inquiry and the arrangements to be made in relation thereto.

I am, &c.

Sir Robert G. C. Hamilton, K.C.B. (Signed) R. H. MEADE.

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DOMINICA.

PART I.

REPORT

OF THE

ROYAL COMMISSION

(APPOINTED IN SEPTEMBER, 1893)

TO INQUIRE INTO

THE CONDITION AND AFFAIRS

OF THE

ISLAND OF DOMINICA.

MAY IT PLEASE YOUR MAJESTY:

YOUR Majesty having appointed me to be Your Commissioner to make inquiry into the state of affairs existing in the Island of Dominica, and into the causes of the discontent which is alleged to exist among a portion of the inhabitants thereof, and into the working of the political constitution thereof, and generally into any matters relating to the peace, order, and good government of the Island; and having required me to submit to Your Majesty a full account of such inquiry, together with such recommendations as may appear to me proper and expedient for remedying any evils which my inquiry may disclose, and for promoting the good government of the Island and the welfare of its inhabitants, I humbly beg to submit the following report:—

Steps taken to carry out inquiry.

My Commission was issued on the 23rd September, 1893, and on the 8th November I left England for Dominica, which I reached on the 21st November. The Governor, Sir William Haynes Smith, had come from Antigua to meet me, and I had the advantage of making myself acquainted with his general lines of policy, and with his views on the various matters coming under my inquiry. On the 22nd November, at my request, he issued a proclamation announcing my arrival in the island, and containing the following memorandum of the procedure I proposed to adopt:—

"Sir Robert Hamilton will open his inquiry at the Court House, Roseau, on Monday next, the 27th instant, at 11 o'clock. He will commence his inquiry by calling upon the Elected members of the Legislative Assembly to place in evidence before him the various points which from time to time have formed the subject of protests by them, either collectively or individually, to successive Governors, or to the Secretary of State, and to add to these points any others bearing upon his inquiry which they may desire to bring under his notice.* He commences with this evidence because of its distinctively representative character, and he desires that this character should attach, so far as is possible, to the bulk of the evidence he takes, in order that it may practically embrace the whole body of public opinion in the island. With this view he would suggest that the persons comprising the various classes and interests in the island, such as the traders, and the larger cultivators, the small cultivators, including both tenants and proprietors, and the labourers engaged in its various productive industries, should place themselves in communication with each other, and select one or more of their number who could give evidence before him which would thus be of a representative character for each group. The names and addresses of the persons so selected should be communicated to his Secretary, Mr. R. W. Hamilton, Government House, Roseau, and due notice will be sent to them of the dates on which they will be required to give evidence. The inhabitants of Dominica have now the opportunity afforded them of bringing the whole state of the affairs of the island directly under the consideration of Her Majesty's Government, with the view of having such of them remedied as may be capable of remedy by the action of the authorities, and the response which may be made to this suggestion for materially facilitating his work will form not an unimportant indication of

* The correspondence on this subject, together with a petition to the House of Commons in course of signature before my appointment was announced, will be found in Appendix D., No. 23.

the strength and reality of the feeling which is stated to exist in the island as regards the necessity for the inquiry he is now about to undertake. Although Sir Robert Hamilton desires to give as representative a character as possible to the evidence he takes, he wishes it to be clearly understood that it is open to any individuals in the island who believe they can speak with knowledge of its conditions generally, or of the special circumstances of any of its districts or of its various industries, to lay their views before him. He stipulates, however, that such volunteered evidence should be submitted in the first instance in the shape of a written communication addressed to his Secretary. At a later stage he will take full evidence from the officials on all matters embraced in his inquiry. It is further his intention to visit any districts of the island which may have features peculiar to themselves, and to take evidence, if necessary, on the spot."

This proclamation was widely circulated, and its contents soon became known throughout the island. Next day I had the advantage of attending a sitting of the Legislative Assembly, and the same evening the Governor returned to Antigua, leaving me in possession of Government House, after having made every arrangement for my comfort, and having placed at my disposal the services of an intelligent clerk, Mr. C. A. Seignoret, to assist in the clerical work of my inquiry. I commenced my sittings to take evidence on the 27th November, at the Court House in Roseau, and I held altogether seven sittings in the capital, one in the town of Portsmouth, and six in the following important country districts, viz.,—Vieille Case, Wesley, La Plaine, Geneva, Soufrière, and Layou. On my tour through the country I had the advantage of being accompanied by the Government officer of each district. I was specially instructed by the Secretary of State to inquire into the complaints submitted by some of the inhabitants of La Plaine to the Governor before the fatal occurrences there in April last (see Parliamentary Paper, No. 280, of 1893, pp. 22–24). But as I found that these complaints were not peculiar to La Plaine, I have not dealt in my Report with this district separately.

Previous to my arrival in Dominica, an Act had been passed by the local Legislature, empowering me to take evidence on oath, and all the oral evidence I received I took in this manner. In Appendix A. a list is given of the witnesses examined, of whom the bulk gave evidence as the representatives of different classes and interests in the island. I took evidence from all the non-official members of the Executive Council and the Legislative Assembly, from nearly all the principal merchants and traders, and the proprietors and managers of large estates, from several Government officials, and from a large number of peasant proprietors engaged in various sorts of cultivation in different parts of the island; from small shopkeepers, tenants on estates, and labourers.* The evidence given before me by these witnesses, which is very voluminous, was taken down by my secretary. An abstract of it will be found in Appendix B. I feel satisfied that I succeeded in obtaining the views of all classes and interests in the island on the subjects embraced in my inquiry. In addition to the oral evidence I elicited by examination, I had the advantage of receiving much valuable information in the shape of written communications handed in by witnesses, which will be found in Appendix C. I also received a large number of petitions and addresses from every quarter of the island, chiefly relating to matters of taxation, a selection from which I append (Appendix D). Many of these were largely and influentially signed. As was inevitable, I also received some communications which were of a purely personal nature, and not illustrative of any general matters falling within the scope of my inquiry, but the object of my mission was so thoroughly understood in the island that these were comparatively few in number. I may also add, that I was never in the slightest degree embarrassed by any attempt to force upon my notice evidence relating to the circumstances attending the unfortunate occurrence in La Plaine in April last, which was excluded from my inquiry by the Secretary of State.† In Appendix E. will be found official memoranda and returns on

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* The only witness whom I summoned, who did not appear, was Mr. James, Inspector of Police and of Weights and Measures, who furnished a medical certificate of inability to attend.

† The only allusions to these disturbances in the evidence I received were made, not with the view of having the circumstances inquired into by me, but of bringing to my notice that any report I might make of the existing causes of discontent, a matter into which I was specially instructed to inquire, would not be complete if I omitted all reference to the discontent arising from the fact that no inquiry had been held into these disturbances. The feeling that exists in this matter in the district may be gathered from the following extract from a petition I received, signed by the Rev. J. Couturier, the priest of the parish, and 67 inhabitants and proprietors of La Plaine, dated 13th December 1893:—

Appendix C., No. 33. "That our respect for the Government and our ideas of the majesty of the law have been greatly shaken in that no inquiry has been made into, and no person has been charged with, or tried for, causing the death of our four brethren, yet we are always brought before the magistrate, and told we must submit to the law."

all matters raised in my inquiry which required reference to official practice and records not elicited by the examination of official witnesses.

In closing my inquiry I made the following statement :—

" I desire, on bringing the sittings of my Commission to a close, publicly to express my best thanks to the community of Dominica, from the highest to the lowest, for the hearty and ready assistance I have received from every one. The Governor met me on my arrival, and did everything in his power to facilitate my inquiry, leaving instructions with the officials to furnish me with every information I might require. To them, and especially to his Honour the Commissioner, Mr. Le Hunte, I am much indebted for the assistance I have received. The representatives of the people in the Legislative Assembly have taken the greatest pains to put me in full possession of their views as to the working of the political constitution of the island, and the relations of the Government with that Assembly. I have had numerous returns compiled for my use from the official records of the Presidency, bearing on matters on which I have taken evidence, and I have received some valuable memoranda from Dr. Nicholls on the resources and history of the island. I have also had submitted to me a large number of petitions and addresses, some of which, however, are more of a personal than a general character. The data for my report will thus include a good deal beyond the oral evidence which I have taken at the various sittings I have held. I have already referred publicly* to the obligation I am under to his Lordship the Bishop for the active assistance he has given to me throughout, and his priests also have everywhere used their utmost endeavour to further the objects of my inquiry. The hospitality and kindness of the planters, priests, and others with whom I have come in contact on my tour through the island have been unbounded, and during my residence in Dominica I feel that I have made many friendships which I trust will be life-long. It will be through no fault on the part of the people of Dominica if I leave the island without carrying away with me full information as to its resources and capabilities, and as to its condition both political and economic. The representatives of the smaller proprietors have given their evidence with great clearness and intelligence, and it is remarkably unanimous in substance. It will take some time to digest the large amount of evidence I have received, and of information I have collected, and although it is my desire to produce my report to Her Majesty without delay, the time which will be occupied in preparing it, and in passing it through the press, will necessarily be considerable. In the meantime I hope that the fact of the whole condition of Dominica being under inquiry will lead neither to exaggerated expectations on the part of the people as to what the outcome may be, nor to their making it an excuse for any want of promptness on their part in paying their taxes. As you know, my attention was specially directed by the Secretary of State to the scheme of taxation in force in the island, and the system of collecting and enforcing payment of revenue. I have had much evidence before me as to the advantages which many of the witnesses think would accrue if more of the revenue of the island were derived from indirect taxation, and less from direct taxation, than is the case at present. Without at this time giving any indication of what my views on this important question may be, I desire to point out that as recourse to both methods is indispensable, in order to meet the necessary expenses of Government, although the proportion derivable from each is open to adjustment, it is of the utmost importance, with the view of keeping down direct taxation as much as possible, that no leakage in the receipt of indirect taxation should occur. Any smuggling thus is most detrimental to the community, for the revenue lost in that way has to be made up by having higher direct taxation than would otherwise be necessary. Every smuggler, therefore, is the common enemy of the whole community, and every taxpayer has a direct interest in putting him down.† I intend to return to England by the mail steamer which leaves Dominica on Thursday next, the 28th December, but before leaving I have arranged to pay a visit to the Layou Flats.

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* This refers to an announcement in the following terms made by me at the sitting of the 6th December :— " I wish publicly to acknowledge the great obligation I am under to his Lordship the Bishop of Roseau, who " has not only himself brought many points to my notice bearing upon the subjects of my inquiry on which I " have taken evidence, but has also communicated with his priests all over the country to secure that the " people understand that it is my wish to take evidence from them directly, when I am passing through the " different districts, by means of examining any representatives from among them whom they may themselves " select for this purpose."

† I brought this point prominently before the people as my inquiry had shown me, as will be seen from what I say on this subject further on, that smuggling existed to a considerable extent in the island and that the smuggler, when caught, was regarded as an injured individual who was prevented by the Government from earning a livelihood.

When I shall have seen that interesting district I think I shall have made an exhaustive inspection of the island. In conclusion, I have to express my best thanks to the press for their reports of the proceedings of the Commission during its sittings which I now bring to a close."

I carried out my intention of paying a visit to the Layou Flats, and of starting for England on the 28th December. I arrived in London on the 11th January.

General physical outline, history and constitution.

Before proceeding to deal with the many important issues involved in my inquiry, I think it well to give a slight sketch of Dominica, describing very briefly its general physical outline, its history and constitution.

The Island of Dominica, discovered by Columbus in 1493, is the third largest island of the British West Indies, having an area of nearly 300 square miles. It lies almost midway between the French islands of Guadeloupe and Martinique, distant some 35 miles from both, in long. 61° 20′ W., and lat. 15° 25′ N. Its conformation is rugged in the extreme. A range of hills, with peaks extending to nearly 5,000 feet in height, forms a backbone to the island, and from this range numerous steep spurs intersected by deep valleys run down to the sea coast. It is of volcanic origin, and active volcanic agencies are still to be found in hot sulphur springs and a boiling lake.

At least one half of the total area of the country, between 90,000 and 100,000 acres, is available for agricultural purposes, but it is doubtful whether even a third of this area is in cultivation. It is true that the country is very mountainous, the hillsides often steep, and the surface of the ground stony, but such land is by no means unsuitable for certain descriptions of cultivation. Coffee, for instance, is often best cultivated on the steepest hillsides, and on stony surfaces, some of which are very fertile, and in the conformation of the country there are favourable conditions for raising sugar, cocoa, coffee, limes, and almost every description of tropical produce.

The rainfall is heavy throughout the island. In 1892 the returns kept at 12 stations, distributed pretty well over the whole island, showed an average fall for the year of 118 inches. It varies, however, greatly in different districts. At one station on the Windward or eastern side, Castle Bruce, it was as high as 182 inches, while at another on the Leeward or western side, Batalie, it was only 50 inches. From the configuration of the country, the rain runs off the surface very rapidly. Thus, the depths and velocity of the rivers and streams vary greatly at different times, and after heavy rain they become torrents, and fording them at such times is difficult and dangerous, and often impossible.

Of roads on which wheeled traffic is possible, there are but 25 miles in the island, of which, however, 20 miles is an unmetalled track. The chief communication between different points on the Leeward side is carried on by sea, while on the Windward side and inland it is by bridle paths, and over these, which are always steep, and often almost impracticable, all produce is carried on the head.

There are two towns in the island, Roseau, the capital, with over 5,000 inhabitants, in the south-west on the Leeward coast, and Portsmouth (formerly known as Prince Rupert's), 20 miles further north on the same coast, with about 1,500 inhabitants. Roseau has only an open roadstead, but this, with its position on a hill slope, and a good water supply, renders it exceptionally healthy. Portsmouth, on the other hand, has a fine natural harbour, but is rendered extremely unhealthy by the neighbourhood of low-lying swamps. On the Windward coast there are no harbours, and during the prevalence of the trade winds which blow directly on shore, the surf, as a rule, prevents the inhabitants from using their canoes. Excellent edible fish abound in Dominican waters.

Except in the vicinity of marshy lands, the island is healthy, and generally free from fever; the mean annual temperature in Roseau is under 80°, and at higher levels considerably less. Though hurricanes are not of frequent occurrence, great damage was caused by one in 1781* and another in 1834. There are no venomous snakes in the island.

The population, which shows a considerable decrease since the census of 1881, now numbers about 27,000, of whom 15,000 are women. It is composed of 330 white, 7,000 coloured, and 19,700 black people. Two-thirds of the total population live upon the Leeward side of the island. The bulk of the people are peasant proprietors, who live within a mile or two of the coast. On the Windward coast there is a reservation for the Carib Indians, descendants of the original inhabitants of the island, who now number about 300.

* A sum of money raised in England for the relief of the sufferers by this hurricane and a tidal wave which followed was applied, by an Act passed in 1785, to the building of a gaol.

In religion 90 per cent. of the people are Roman Catholics, the remainder being either Wesleyans or members of the Church of England. The language spoken is a French patois, *see* p. xiv, the number of those able to speak English as well being small.

The richness of the soil made the island for long a bone of contention between France and England, and in 1748 the Treaty of Aix la Chapelle provided that the island should remain neutral. The French, however, disregarded this neutrality, and French settlers took up land; whereupon the English forcibly captured the island in 1761. Two years later the English possession was confirmed by the Treaty of Paris, and the French settlers were left undisturbed on condition of becoming subjects of Great Britain, and of paying a small quit-rent, while the other cultivable lands were sold by the British Government for the sum of 312,000*l.** In 1778 the island was retaken by a French expedition from Martinique. In 1782 Rodney gained his famous and decisive victory over the French fleet off Dominica, and the island was afterwards restored to England by the Treaty of Versailles in 1783. An attempt was made by the French to retake the island in 1795, which ended in the deportation of 600 French residents, and another, which was almost successful, was conducted by La Grange in 1805. Since this date, known in the island as "La Grange," the island has remained in the uninterrupted possession of the English.

By a Royal Proclamation dated 7th October, 1763, Dominica, Grenada, the Grenadines, St. Vincent, and Tobago, were made one Government with the title of the "Southern Caribee Islands," under a Board of Council.

In 1771 Dominica was made a separate Government, and in that year the Governor presented the Island with the silver mace now in use, which is an exact copy of that at St. Stephen's, Westminster.

In 1775 a Council nominated by the Crown and a House of Representatives consisting of 19 members, of whom nine formed a quorum, were constituted by Royal Proclamation.

In 1833 Dominica was included with Antigua, and the other Leeward islands in the same Government, under a Governor-in-Chief, resident in Antigua, with a Lieutenant-Governor residing in Dominica.

In 1863 what is known as the "Single Chamber Act" was passed, by which the Council and House of Representatives were constituted a single Chamber of 28 members, of whom 19 were elected and 9 nominated by the Governor, the House electing its own Speaker.

In 1865 the Government introduced a Bill to abolish the electoral franchise and make Dominica a Crown Colony. But in consequence of popular feeling on the subject the following form of constitution, which is that of the present day, was introduced by way of compromise. The number of members was reduced to 14, of whom 7 were elected by the people and 7 nominated by the Governor, who presided at their deliberations, having a casting vote in cases where the votes were equal, and a deliberative as well as a casting vote when the House was in Committee. Five members formed a quorum.

In 1871 Dominica and the other Leeward Islands were constituted a Federal Colony; by Act of the Imperial Parliament, the seat of Government was transferred to Antigua and a "President", subsequently styled a "Commissioner", was appointed to discharge in the island such powers and authorities as the Governor might assign to him. By the Federal Constitution a central Executive Council was created, together with a central Legislative Council, which now consists of 10 members nominated by the Governor and 10 elected by the various islands, of whom Dominica elects 2; and a federal establishment was appointed containing a Colonial Secretary, an Auditor General, an Inspector of Schools, three Judges, an Attorney-General, and a Solicitor-General. The Federal Legislative Council has power to deal with matters of real and personal property, mercantile and criminal law, police, convict establishments, quarantine, postal and telegraph affairs, questions of currency, audit, weights and measures, and education, as well as any other matters which the Island Legislatures may declare to be within the competence of the General Legislature. In 1886 the duration of the session of the Island Legislature was fixed at three years.

Internal disturbances.

In former times the island suffered considerably from internal disturbances, owing to numerous bodies of runaway slaves, who found easy shelter in the mountain forests, whence they used to issue at night and commit frequent depredations on the neighbouring estates. During the time that the French were in possession of the

* I take this fact from Bryan Edwards's History of the West Indies published in 1793, and it will be found repeated in the Colonial Office List, but I gather from the Colonial Office that some doubt exists as to whether this sum does not include the amount realised by sales of land in other ceded islands besides Dominica.

island, from 1778–1783, these bodies received further encouragement from the French Commander to annoy, plunder, and even murder the English residents. It was not till 1813 that their strength was finally destroyed. This struggle with the insurgent negroes is known as the "Maroon Wars," and extends over a period of more than 40 years in the history of the island. The cost of these wars involved so heavy an expenditure that it must have impoverished many of the inhabitants.

In 1844 an attempt to take a census, when the people were in a state of irritation owing to the unsettled question of the rights of occupancy on the "Queen's Three Chains," a strip of land of that width measured from high water-mark all round the island over which the Government reserved certain rights, and on which many of the emancipated slaves had been allowed to settle, led to a serious outbreak of the negroes, who imagined they were to be numbered with a view to the re-imposition of slavery. Martial law, however, was proclaimed, and this outbreak, known as the negro rebellion, or *la guerre negre*, was promptly and severely put down, but not without some loss to life and property.

In 1847 a resolution passed in the Assembly for granting State aid to the Roman Catholic Church led to bitter religious feelings between the Protestants and Roman Catholics. An attempt in the following session to give effect to this resolution was frustrated by the endeavours of Mr. Falconer, a Methodist, and the leader of the party of power known as "the Ascendancy." Ill-feeling ran so high that a succession of riots ensued in the town of Roseau, in which the police were overpowered and confined to barracks, and which were only quelled on it becoming known that the Government intended, if the rioting did not cease, to put a stop to it with the aid of the troops then quartered in the island.

The difficulties arising over the "Queen's Three Chains," still remaining unsettled, had been the cause of considerable friction between the dwellers thereon and the owners of contiguous properties. In 1853 the then Governor attempted to bring the whole matter to a final settlement by selling the Three Chains to the owners of the contiguous properties. The following year the proprietors of the Batalie estate failing to come to terms with certain squatters on the Three Chains contiguous to that estate, an attempted ejectment was twice made by the police, but failed on both occasions. Thereupon the Governor brought soldiers from Antigua, and the people, who showed much sympathy with the squatters, remembering the events of 1844, took to flight on the sight of the red coats and allowed him to accomplish his object.

In 1863 the balance of political parties was reversed on the change then made in the constitution, and Mr. Falconer, the leader of the old Ascendancy party, having made use of intemperate language towards the Speaker, was imprisoned by order of the House. This imprisonment was afterwards proved to be illegal. His arrest roused great excitement in Roseau, but though special constables were sworn in no serious breach of the peace resulted. Political excitement continued till the further change of the constitution in 1865, on which occasion the presence of one of Her Majesty's ships in the roadstead was deemed necessary.

In 1869 a difference arose between an Italian priest and the Vicar-general, which ended in the interdiction of the former from the performance of his duties as a priest. The people took sides and the hostility of the two factions grew till it ended in faction fights of more or less seriousness. At one time the police were overpowered and special constables again sworn in; but in course of time the excitement died away. After the passing of the first land tax, in 1886, a noisy mob broke into Government House Grounds and demanded an audience of the Governor which was granted, and no further disturbance ensued. Since that date there were no disturbances in the island till 1893, when an attempt to confine the carnival within shorter limits of time led to a riot in which the police were overpowered. A few weeks later an attempted ejectment by the police at La Plaine, for non-payment of the land tax, which had been increased in 1888, having been successfully resisted, it was carried out by an armed force brought by the Governor from Antigua, four men being killed and two women wounded in the course of the proceedings.*

I have thought it well thus to enumerate all the occasions on which, since the cession of the island, any serious disturbances of the public peace have arisen, because the inhabitants of Dominica have acquired a character for turbulence which I do not think is borne out by their history. No doubt the political disturbances and the Maroon wars at the close of the last and beginning of the present century were very grave, and so was

* *See* Parliamentary Paper, No. 280 of 1893.

the negro rebellion of 1844. But since that time, up to the occurrence in April 1893 at La Plaine, no really serious disturbances have occurred.

Causes of backwardness.

Dominica is undoubtedly a most fertile island, and suitable for raising almost every description of tropical produce. Very strong evidence was given to this effect by Dr. Nicholls, who speaks with authority on this matter, being himself the author of a textbook on tropical agriculture, which is the standard work on the subject. Rather more than 100 years ago the island was very prosperous. Her main product then was coffee, of which the annual export amounted in some years to between four and five million pounds weight.* But this prosperity did not long continue. In the closing years of the last century many of the planters, who were French, were hostile to British rule, and political disturbances were frequent. These disturbances led to the deportation (*see* p. xi) of many French residents, and the numerous serious outbreaks and depredations of runaway slaves caused other planters to leave the island and abandon their estates or place them in the hands of attorneys, who often mismanaged them. These causes seriously interfered with the staple industry of the island, and its output was diminished. Another cause which operated in the same direction was the denudation of the forest-lands which was going on in some of the western districts of the island where coffee was principally grown. This injuriously affected its cultivation, especially on steep hill sides. Moreover, as a rule, manure was not used at all, or only in insufficient quantities, and the soil of many of the earlier plantations consequently became exhausted. Then, early in the present century, an insect blight made its appearance in the coffee plantations and inflicted considerable ravages,† and in 1834 a hurricane occurred which created great havoc among the trees. The high price of sugar meantime induced many of the coffee planters to root up their coffee trees and to plant canes. But the result, as a rule, was not successful, for where coffee had grown well, planters often failed to grow sugar, as the same soils and situations are not suitable for the growth of both these products.

Appendix B., p. 15.

Afterwards came Negro emancipation, and with it the impossibility in many cases of obtaining sufficient labour at the right moment for taking in the crop. These causes all combined practically to extinguish the coffee cultivation of the island. Owners finding their estates unprofitable, got rid of them as best they could. Some few sold them, generally for small sums, and to persons without adequate capital to work them. Others divided them up among their connexions or dependents or former slaves. Some abandoned them altogether, and the peasantry appropriated them. Thus the class of peasant proprietors arose, and they turned their attention mainly to the supply of what are called "provisions" in Dominica, that is, cassava, arrowroot, plantains, bananas, yams, &c. In this way they raised sufficient food for their own maintenance, and having few wants which necessitated the use of money, they practically abandoned the cultivation of coffee altogether.

As the coffee cultivation decreased sugar cultivation was advancing, but it never flourished like the old staple product of the island. Still, so long as the price of sugar kept up there was a certain amount of prosperity in the island; but now that it scarcely pays the expense of cultivation, unless under the most favourable conditions of soil and situation, many sugar estates have been abandoned, large numbers of people have been thrown out of employment, and the island is in a depressed condition.

Many planters still pin their faith to the cultivation of sugar, and hope against hope that brighter times are in store for this industry, out of which so many fortunes were made in the old days. They contend that foreign countries cannot always go on granting bounties, and that, besides, the consumer must, in time, come to recognise the superiority of cane to beet sugar, and that when he does, prosperity in this industry will revive. I am not without hope in this direction, but Dominica has not much land relatively to her area suitable to the cultivation of canes, which can only be profitably grown in the valley beds and surfaces low down, or of moderate undulation. Hope for the future of Dominica, therefore, in my view, lies mainly in the extension of other cultivations. It is the adaptability of her soil to the production of many different articles in constant use and demand that can be made to place her agricultural interest on a broad and solid basis, and should relieve her from those painful vicissitudes to which agricultural

* I take these figures and a good deal of the following information as to the decay of the coffee cultivation in the island from a report on the Coffee Cultivation of Dominica made to the President of the island in 1875 by Mr. Henry Prestoe, Government Botanist to the Government of Trinidad.

† I have, however, the high authority of Mr. Prestoe for saying that this blight would never of itself have led to the abandonment of the cultivation of coffee, and that the trees which are now in the island are not affected by its presence to any serious extent.

communities are subject whose existence depends on the output of one description only of marketable produce. It is quite true that no other cultivation affords the same employment to the labouring population as the cultivation of sugar does, but there is plenty of room and to spare in Dominica for the settlement on the land of all the labourers who are now out of employment.

I think what I have said above accounts to a great extent for the backwardness of the island, when compared with the other West Indian Islands, a point to which special reference was made in the Secretary of State's letter of instructions to me. But there is another cause also at work in the widespread feeling of discontent with their condition which undoubtedly exists at the present time in the minds of the people. Some witnesses attributed this to recent inflammatory writings and speeches, but these I regard rather as a symptom than the seat of the disease. The real causes will be described in detail as I proceed; but, while it is admitted that discontent is not a congenial soil for the growth of the prosperity of the people, it may yet be asked why, in spite of this, some improvement is not being effected in the economic condition of the island, and why, if Dominica is so fertile, the coffee industry is not revived and other remunerative industries introduced for which the island is suitable? My answer is that something is being done in this direction. The cultivation of limes and cocoa is now considerable in the island and is extending. There was a serious failure of the cocoa crop in 1892-3. But the export returns show that, while the output fluctuates from various causes, on the whole it is annually increasing.* The lime crop also is steadily increasing, and although some witnesses expressed a fear that the supply of this product might exceed the demand, when it is borne in mind that there are three distinct articles produced from the lime—citric acid, lime juice, and essential oil of limes—I do not think there is any cause for alarm that the production of limes of the quality grown in Dominica, which is the best in the world, will ever cease to be a remunerative industry.

Appendix C., No. 19.

Coffee, too, is being planted, though not to the extent it ought. The kind known as Liberian, which is never affected by blight, and which has the advantage of being easily gathered, as it ripens gradually instead of all at once like the Arabian coffee, is being introduced on the lower grounds, while Arabian coffee, the old coffee of the island, is being introduced at the higher elevations, where the effect of the blight upon it is never serious. The substitution of one sort of cultivation for another, however, is a matter of time. Cocoa trees are not in full bearing until seven years after they are planted, limes until ten years, and coffee until from four to six years, according to the elevation at which the trees are planted and, to some extent, also to their exposure. A progressive output may, therefore, be constantly expected from these cultivations, but it must be borne in mind that Dominica is a place mainly of small proprietors, who owe their origin to the circumstances in her history that I have described, and that a great barrier to her progress exists in the want of knowledge of the people. They speak a patois which is not a written language, and most of them can neither read nor write. As I have already said, many of the small holders of land cultivate nothing but "provisions" (*see* p. xiii), and they used to supply their small money wants by selling any surplus beyond what was consumed by themselves and their families. There never was much of a market for "provisions," but now that many sugar estates have gone out of cultivation, and few people have any money to spend, there is scarcely any market at all. Obviously what these small holders should do, and what they are beginning to do, is also to cultivate some of those other products I have referred to, for which there is always a market. But it takes time for these poor people to appreciate the necessity of doing this. Then, again, they know little of the best methods of cultivating cocoa, limes, and coffee, nor have any effective steps been taken to instruct them on this matter. It is true that the present Governor of the Leeward Islands, Sir William Haynes Smith, has established a botanical station at Roseau, at which plants of these trees can be purchased at a small cost, as well as plants of oranges, in which a large trade with England might be developed, kola nuts, spices of various sorts, and medical herbs for the cultivation of which many parts of the island are peculiarly suitable. This I regard as a matter for which he is most highly to be commended.

Services rendered by authorities of Kew Gardens.

It is impossible to over estimate the value of the assistance which our Colonies in such matters receive from the authorities at Kew Gardens. In fact, but for their action in directing attention to the benefits to be derived from the establishment of botanical stations, I doubt whether any of those stations would be in existence at all. Kew,

* Report on the failure of the Dominica cocoa crop, 1892-3, by C. A. Barber, M.A., F.L.S., Supt. Agr., Leeward Islands.

moreover, not only lends her powerful aid in inducing Colonial Governments to introduce such stations, but she also finds curators for them, supplies them with plants, and is always ready to give counsel and advice, from experience collected from all parts of the world, as to the descriptions and methods of cultivation most suitable for the different Colonies, and the most approved ways of preparing the various products and putting them into their most marketable shape. The Colonies themselves are fully alive to the value of the services that Kew renders to them in the development of their resources, but I doubt whether the important part that she plays in such matters is fully known in this country, or is appreciated as it ought to be.

In Dominica, however, though the evidence of the curator of the Botanical Station at Roseau shows that the demand for plants is rapidly increasing on the part of the owners of the larger estates, it is doubtful whether many of the smaller proprietors are even aware of the existence of the botanical station. Every means possible should be taken of making this known to them, and of urging upon them the necessity of cultivating something besides "provisions." They should be instructed as to the soil, situations, and exposures best suited for the cultivation of cocoa, limes, and coffee respectively, and of other remunerative products, such as nutmegs, ginger, sisal hemp, &c. They should be made acquainted with the best methods of preparing the ground for the reception of those plants for which it is most suitable; with the distances that trees of each sort should be planted apart, which differs even with the same description of cultivation on steep and on flat surfaces; with the best ways of sheltering such of them as require shelter; with the best ways of pruning the trees; and of gathering and preparing the produce for market. Notices containing this information should be spread freely throughout the island. The district Government officers* should be required to explain and disseminate this information as widely as possible, and the good offices of the priests and schoolmasters in every parish should be enlisted in the same direction, and I believe their co-operation would be heartily given. If this were done a marked improvement would soon be visible in the island.

Appendix B., p. 25.

Works recently undertaken for improvement of means of communication.

Another barrier to progress is the badness of the roads. I can speak of this from personal observation, for I have ridden over every main road in the island; and there are great difficulties in getting produce to market, except on the Leeward coast, where it can be conveyed by canoes. These difficulties militate seriously against outside capital being brought into the island to work abandoned estates, or to develop the Crown lands, which are of great extent and fertility, and which, at present, are quite inaccessible. Sir W. Haynes Smith very soon became alive to the importance of improving the means of communication throughout the island, and in 1888 he embarked on a large scheme for effecting this object. The taxation of the island was revised with the view of making provision for the interest and sinking fund of a loan to be raised for the purpose, including an increase in the land tax of from one-half to two per cent. His scheme met with the hearty co-operation of all classes in Dominica, for it was hoped that, with improved means of communication, production would be stimulated, the land would rise in value, and in all probability capital would be attracted from outside to develop the resources of the island. The attention thus of the people of Dominica was keenly fixed upon the expenditure to be undertaken for this purpose, and they watched the progress of the scheme with the deepest interest. The main points of the Governor's scheme were: (1) to improve the existing roads; (2) to complete a chain of bridges round the island; (3) to convert the bridle path from Roseau to Layou, a point about 10 miles north of the capital on the Leeward side of the island, into a road for wheeled traffic; (4) to continue this road across the island to the Windward side, thereby opening up the large tract of magnificent forest land, suitable for settlement, known as the Layou Flats; and (5) to obtain the services of a suitable steamer to ply round the island, and bring its produce to market. The Secretary of State in due course approved the Governor's scheme, a loan of 20,000*l.* was raised, iron bridges for spanning the rivers, machinery and stores of various sorts were obtained from England, and an engineer was sent out to superintend the construction of the works. Almost at the inception of these works serious difficulties occurred between the engineer and the Road Board, a body appointed by the Governor to control, subject to his directions, the construction and maintenance of all public roads and bridges in the island. The Road Board accused the

* The island is divided into four districts, in each of which a Government officer is stationed, whose main duties are to safeguard and collect the revenue, and to look after the roads.

engineer of incompetence. He accused them of interfering with his professional duties; and matters arrived at the point that the Governor dispensed with the services of the engineer after he had been in the Presidency about a year. A Royal Engineer officer Sir Arthur Mackworth, was called in to report upon the work, and he condemned much of it as faulty both in design and execution. Other engineers were employed to carry out the works. Then friction arose between the Governor and the Road Board as to the control over the expenditure. The Legislative Assembly took the matter up, and when, in 1890, the loan for 20,000*l.* having by this time been exhausted, the Governor asked for a resolution of the House to authorise the raising of a further sum of 10,000*l.* (which there was power to raise in the Loan Act of 1888, under which the loan of 20,000*l.* had been raised) it was only carried by his casting vote. One of the Elective members, Mr. A. R. Lockhart, who was not present when the resolution was carried, was believed to be in favour of it, but all the Elective members who were present voted against it, and recorded a strong protest against the way in which the works were being conducted.

Appendix C., No. 9.

Shortly after this, in February 1891, a flood carried away the only large bridge which had been built, and another large bridge which was in course of construction, besides destroying most of the abutments for bridges on the Layou Road, which had been erected at considerable cost. Then, in April of that year, the majority of the Road Board protested they were not being properly informed or consulted about the works in progress, which they urged were being conducted in an incompetent and wasteful manner, and no further meeting of that Board was summoned by the Governor till December 1892. The expenditure, however, continued. The whole of the 30,000*l.* raised by loan was exhausted, and on 28th October 1892 the Governor brought before the Assembly another large scheme for public works, involving a further expenditure of 50,000*l.*, to be raised by loan, of which 25,000*l.* was for continuing the works on the roads and bridges. The Elective members, however, would not approve this scheme, as they considered that the revenues of the island could not bear the interest and sinking fund of a fresh loan of 50,000*l.*; but they agreed to certain pressing works being undertaken, provided the spending of the money were vested in a Committee of Public Works, to be selected from the elected and non-official members of the Legislative Assembly. The Bill which the Governor had prepared to give effect to this further scheme was thereupon withdrawn, and nothing further seems to have been done in the matter till September last, when the Governor introduced another proposal to spend 27,950*l.* on the construction of roads and bridges. In introducing this scheme he made no suggestion as to how the necessary additional revenue was to be derived to meet the annual charge which would arise from the interest and sinking fund of the new loan to be raised. The Elective members, however, took a similar line as regards this proposal also, and the whole matter was in abeyance when I left Dominica.

Appendix E., No. 1.

Up to this date the money actually spent for the construction of roads and bridges has amounted to about 40,000*l.*, of which 30,000*l.* (in two amounts of 20,000*l.* and 10,000*l.*) has been provided by loan, the 10,000*l.* in excess of this provision having, with other amounts referred to hereafter (*see* p. xx), been borrowed by the Governor from the Leeward Islands Treasury and the Crown Agents of the Colonies.

As regards the expenditure of 40,000*l.* I have been unable to obtain any satisfactory details. I append a statement of the bridges erected and of those not yet used. I also append a statement made up in the engineer's office at Antigua, which was forwarded to me by the Governor, giving certain particulars regarding these works, as well as a statement prepared for me by the Treasurer of the expenditure upon them, extracted from the books of the engineer's office in Roseau. It is not possible to gain much information from a comparison of these two statements, and what purports to be a record of the expenditure of wages and stores under the individual works contains the two following items :—

Appendix E., No. 2.

Appendix E., No. 3.

Appendix E., No. 4.

	£	*s.*	*d.*
(1.) An unadjusted difference of - - -	115	11	11
(2.) To be accounted for - - - -	2,475	16	1
Total - - -	2,591	8	0

This was the only statement I was able to procure. It took weeks to prepare, and several officials were employed upon it, but it is worthless, and I insert it in the Appendix, not from any trustworthy information it gives, but as an evidence of the inaccuracy and incompleteness of the records kept by the engineers of the expenditure on the works they were executing. All I can state is that about 40,000*l.* has

actually been spent for works on loan account, for this is shown by the Treasurer's books, which I believe to be correct, but what portions of it have gone for one work and what for another it is not possible, from the imperfect information obtainable, to say with accuracy.

It was the unanimous opinion of all the witnesses who gave evidence before me on the subject that the island had received in the shape of useful works a most inadequate return for this large outlay, and I am bound to say, having myself visited every part of the island, that this is also my opinion, after making full allowance for the difficulties to be contended with, both in the character of the country and in obtaining suitable labour. I append the following table contrasting the objects expected to be attained by the expenditure of the loan of 20,000*l.*, subsequently raised to 30,000*l.*, with the results of the 40,000*l.* actually expended for these objects:

Objects for which the Loan was raised, *see* p. xv.	How far these objects have been attained.
(1.) To improve the existing roads - - -	(1.) Little to show in this direction, except the new road from Portsmouth to Lasoye, a distance of about 20 miles, constructed at a cost of about 8,000*l.* This road, when metalled, at a cost estimated at about 1,200*l.*, will be suitable for wheeled traffic.
(2.) To complete a chain of bridges round the island -	(2.) Not attained. Except between Portsmouth and Lasoye.
(3.) To convert the bridle-path from Roseau to Layou into a road suitable for wheeled traffic.	(3.) Not attained. Some streams have been bridged, but the three large rivers, namely, Canefield, Check Hall, and Layou, on this line of road are unbridged, and most of this road is still a very indifferent bridle-path.
(4.) To continue the road from Layou to the windward side of the island, thereby opening up a large tract of land suitable for settlement.	(4.) No work done, except that 600*l.* has been expended in surveying a route for this road.
(5.) To obtain the services of a suitable steamer to ply round the island, and bring its produce to market.	(5.) Not attained.

Some improvements, however, have been effected in the towns of Roseau and Portsmouth, and a bridge has been built over the Roseau river at Copt Hall; but this is not one of the chain of bridges round the island; and as the road over it only extends about two miles up the valley, where it stops abruptly, it can scarcely be regarded as a work of general utility.

This is all there is to show for an expenditure of 40,000*l.* on the construction of roads and bridges, except some iron-work for bridges which have not been built, and some machinery which has not been used, beside a small balance of not very serviceable stores.

Federation with the Leeward Islands.

I have gone into this matter at considerable length, not only because of its important bearing on the present condition of the island, but also because it forms an instructive instance of the relations existing between the Government and the Legislative Assembly as affecting both legislative and executive work—a matter into which I was instructed by the Secretary of State specially to inquire. These relations are by no means satisfactory. Indeed, ever since the Federation of Dominica with the Leeward Islands there seems to have been, as a rule, nothing but friction. This Federation, as I have said (p. xi), took place in 1871. There was no spontaneous desire in Dominica for it. It was pressed upon her from outside, and she has never become reconciled to it. On the contrary, the feeling against Federation has increased, and is increasing, in strength. Numerous protests have been raised against it from time to time, and scarcely anyone who gave evidence before me had a good word to say for it. The witnesses urged that local measures suitable for Antigua and the other islands of the group are almost necessarily unsuitable for Dominica, which is separated from them by 150 miles of sea, and differs from them in physical configuration, in products, history, language, religion, and sentiment; and that a successful union is impossible between islands whose wants and requirements are so dissimilar. This dissimilarity is certainly striking when Antigua, the seat of the Federal Government,

Appendix C., Nos. 2, 5, 15, 16, 18.

is contrasted, in all those matters which make for community of interests, with Dominica, as follows :—

Antigua.	Dominica.
(1) A small island of large estates.	(1) A large island of small proprietors.
(2) A country where the population is comparatively numerous.	(2) A country where the population is very sparse.
(3) A comparatively flat country, with a moderate rainfall.	(3) A rugged and mountainous country with a heavy rainfall.
(4) A country with easy means of communication throughout.	(4) A country where roads for wheeled traffic are practically impossible, and communication is difficult in the extreme.
(5) A country where sugar is practically the only product.	(5) A country only suitable to a small extent for the cultivation of sugar, but suitable for the development of other products.
(6) A country where the neighbouring islands are English.	(6) A country where the neighbouring islands are French.
(7) A country where the people speak English.	(7) A country where the people speak a French patois.
(8) A country where the religion is Protestant.	(8) A country where the religion is Roman Catholic.

Appendix B., pp. 12, 16, 21, 25.

The witnesses further pointed out that Federation leads to irritating delays and difficulties in the conduct of the public business of Dominica, by the necessity which it entails of constant references to Antigua for authority and instructions, of which they produced some striking instances; and that if the federal tie is drawn closer (and the tendency of late years has been in that direction) such difficulties and delays must inevitably increase. They also pointed out that Dominica is so much the poorer by the withdrawal from the island of the expenditure of the money raised in it to meet the constantly growing requirements of the Federal Government. I entirely agree in these views. I believe that any improvements effected since 1871 could have been equally well attained without Federation. And further, I am of opinion that the Government is discredited by its want of promptness in its ordinary administration, and that any efficient administrative supervision and control is impossible over the annual expenditure in Dominica, or over extraordinary expenditure like that recently incurred for the construction of roads and bridges, without the presence on the spot of an officer possessing full authority, who can guide its progress, and at once put a check upon any wastefulness or extravagance which his supervision may disclose. I believe that the Federation which now exists is a serious cause of discontent in the island, and I am of opinion that great immediate benefit would result to Dominica if she were withdrawn from the Federation of the Leeward Islands, and her administration were placed under a Lieutenant-Governor, as was the case prior to 1871.

Relations of Government to Assembly. Appendix E., No. 5. Appendix C., Nos. 5 and 12,

The relations between the Government and the Legislative Assembly since Federation have, as I have said (*see* p. xvii), been unsatisfactory. I append a return prepared for me by the Clerk of the House, showing the number of instances since 1880 in which motions in the Assembly were carried by the nominated members, or by the casting vote of the Governor. From this return it appears that there are 21 such cases, and that in two of them in 1880 this result was effected by three non-resident officials being specially brought to Dominica by the Governor from Antigua, to take the place of three resident non-official nominated members who refused to support his policy. The three representatives of the Elective members of the Assembly who appeared before me, namely, Mr. Davies, Mr. Pemberton, and Mr. A. R. Lockhart, who presented their case with great clearness, complained that ever since the introduction of Federation the views of those members, particularly on financial questions, have been persistently disregarded, and their protests ignored; that money raised for one purpose has been applied to another against their strong remonstrance; and that the island has been saddled with expenditure against which they voted and protested without avail. This contention is borne out by the return referred to above. They particularly directed my attention to the circumstances connected with the recent expenditure for the construction of roads and bridges in the island, to which I have already fully referred (*see* pp. xv–xvii), and they urged that, owing to the absence of any proper control on the part of the Assembly over this expenditure great wastefulness had occurred, and the island had been placed in financial difficulties. They further urged that they were kept in ignorance of what was going on, and of the state of the finances of the island; and it is the fact (*see*

Mr. Le Hunte's Memorandum on the publication of Treasury Accounts) that no accounts were published of the receipts and payments of the Presidency of Dominica for 1891 and 1892, notwithstanding an Order of the House of Assembly passed on 25 June 1891, that "all future balance sheets" should be published in the Official Gazette. It is unfortunate that no balance sheets were published during this period, for not only was a heavy expenditure on public works then going on, but in these two years the ordinary revenue fell short of the ordinary expenditure by upwards of 6,000*l.* Appendix E., No. 6.

Every witness I examined on this part of my inquiry described the existing relations between the Government and the Assembly as most unsatisfactory, and I had many suggestions submitted to me for putting them on a proper footing. The Elective members recommended an addition being made to their number so as to give them a majority of votes in the Assembly, and this recommendation was endorsed by many of their constituents, who, as the representatives of various classes and interests, gave evidence before me. Others, again, were afraid of putting the whole power into the hands of the Elective members, as they thought this would be a dangerous experiment. I do not share in this opinion, and my view is that if the Elective members represented all classes and interests in the island the case for giving them a preponderance in the Assembly would be overwhelmingly strong. But when it is borne in mind that one-half of the Assembly consists of members elected on a register containing only 612 names, of which some are plural and some illiterate, out of a population of 27,000, a case, in my view, is not made out for giving to the representatives of these 500 or 600 people a majority in the Legislature. It is true that if every person qualified to vote was placed on the register the number would be largely increased; but the fact that so few take the trouble to have themselves registered is an indication of their want of knowledge of the duties of citizenship, and probably of their inability to appreciate them. As education is now compulsory, an improvement in this respect before long may be confidently anticipated, but at the present time it appears to me to be necessary that some provision should be made to secure that the interests of those who are not on the register of voters, and who form the great majority of the inhabitants, should be safeguarded in the Assembly. I am therefore of opinion that the present number of the Elective members in the Assembly, viz., seven, should not be increased, that the number of official members should be limited to three, and that four other members should be nominated by the Lieut.-Governor in Council, who should be selected with the distinct object of securing that the rights and interests of the unrepresented part of the community receive full and adequate consideration in the deliberations of the Assembly.* These non-official nominated members should not be removable at the pleasure of the Lieut.-Governor. Their votes should be as unfettered as those of the Elective members, and they should retain their seats until the Assembly expires by time, or until there is a dissolution. The Lieut.-Governor should retain his casting vote; but with an Assembly constituted as I have suggested, I think the occasions on which it would be called into play would be few and far between, if indeed such a case ever occurred at all. He should not, as now, be allowed a deliberative vote in committee. Appendix E., No. 7.

As regards the Executive Council, whose main function is that of assisting the Governor with their advice, I entirely agree with the observations made by Dr. Nicholls, who says:— Executive Council.

"The composition of this body has given rise to much dissatisfaction on all sides, inasmuch as it is composed mainly of officials resident in Antigua who are believed to know and to care little about the true interests of Dominica. If these members were replaced by local heads of departments and by leading residents, I am satisfied that the Executive would get much better advice, and often be saved from falling into serious error. If such a strong Executive Council be formed, it should be called together to advise the Governor on all important matters, and every Government measure before being introduced in the Legislative Assembly should be laid before the Executive Council in order to afford the councillors an opportunity of giving advice in regard to its provisions. In this way there would be much less chance of an adverse vote in the Assembly, and there would be fewer instances of the introduction into that House of crude and undigested bills." Appendix C., No. 19.

* I give a case at p. xxiii, in connexion with the passing of the land and house tax in 1888, which will illustrate the necessity for this.

Unsatisfactory state of finances.

The condition of the finances of the island engaged my serious attention, and I regret to say that at present they are in a very unsatisfactory state. The balance-sheet to the 30th September last shows the following assets and liabilities:—

Appendix E., No. 8.

Assets.	£ s. d.	Liabilities.	£ s. d.	£ s. d.
Cash Balance in hands of Treasurer -	589 16 9½	Due to bondholders -	40,900 0 0	
Net Balance due to Treasury on Sundry Dr. and Cr. Accounts - - -	448 16 11½	Less sinking funds -	5,117 6 2	
		Total Funded Debt - - -		35,782 13 10
		Due to Leeward Islands Treasury for advances -	19,461 18 7	
Total Assets -	1,037 13 9	Due to Crown Agents of Colonies for advances -	6,888 3 11½	
Excess of Liabilities over Assets -	61,095 2 7½	Total Floating Debt - - -		26,350 2 6½
	£62,132 16 4½			£62,132 16 4½
To this excess of liabilities over assets, however, viz. - - - - -				61,095 2 7½
Must be added for the Federal Contribution of Dominica and her telegraph subsidy for 1893, both unpaid, and for interest on advances (about) - - -				4,000 0 0
Total indebtedness - - -				65,095 2 7½
Deducting from this the net amount due to Bondholders, as above - - - -				35,782 13 10
Present floating debt - - -				£29,312 8 9½

Appendix E., No. 9.

I analysed this floating debt and found it had arisen as follows. I give the results in round figures:—

	£
(1.) Dominica has spent for roads and bridges beyond the two loans of 20,000*l.* and 10,000*l.* for this work, as I have said, p. xvi -	10,000
(2.) She has spent for other extraordinary public works for which no provision has been made, about - - - -	7,500
(3.) She has paid off small loans amounting to - - -	2,500
(4.) Her ordinary revenue has fallen short of her expenditure since 1886 by - - - - - - -	10,000
	£30,000*

The Governor has presumably acted with the authority of the Secretary of State in borrowing the money to meet the expenditure causing this floating debt in the way he has done; but if he had not had the control of the Leeward Islands Treasury it is difficult to see how Dominica could have got into her present financial difficulties.

A loan will have to be raised to pay off this floating debt, of which the interest and sinking fund will cause an addition to the annual expenditure of about 1,500*l.* a year. This is a serious matter in an island having so small a revenue as that of Dominica, with an ordinary expenditure which her ordinary revenue is now, without such an addition to it, insufficient to meet. I would desire here to throw out the suggestion, inasmuch as, at the time of the cession of the island, a large sum was paid to the Imperial Exchequer (*see* p. xi) which was realised by the sale of Crown lands in Dominica, and from which the island appears to have received no benefit whatever, whether Dominica is not, even after so great a lapse of time, entitled to some reparation, and whether now, in the time of her necessity, some aid might not be given by the Treasury to tide her over her difficulties. The insufficiency of her ordinary revenue to meet her ordinary expenditure as matters stand at present must be carefully borne in mind, as I proceed to deal with the scheme of taxation and the system of collecting and enforcing payment of revenue—another point to which my attention was specially directed by the Secretary of State. The failure of the ordinary existing revenue to meet the ordinary expenditure

* Through the courtesy of the Colonial Office, I have been permitted to see the balance sheet of Dominica to 31st December 1893, which shows that on that date the total indebtedness of the island amounted to 64,283*l.* 11*s.* 1*d.*, but, inasmuch as it is doubtful whether this amount includes the whole of the items embraced in the outstanding liabilities on 30th September, estimated by me at 4,000*l.* (*see* above), I feel convinced that 30,000*l.* barely represents the amount of her present floating debt.

by a sum which I estimate at 3,000*l.* a year seriously limits any proposals which I may be able to make either for immediately providing further facilities for communication throughout the island or for the relief of the pressure of taxation, which now falls heavily upon the poorer classes; for the first necessity is to restore equilibrium in the finances of the island. Had the island been paying its way, or even nearly paying its way, I should have been able to recommend more adequate measures in both directions than are possible in the present state of the finances.

Direct and indirect taxation.

Taking the estimates of 1893 as a guide, I find that the estimated revenue amounts to about 24,500*l.* a year, of which about 13,500*l.* arises from duties on commodities, and about 10,000*l.* from direct taxation, the remainder arising from the post office, telegraphs, &c.

Many of the witnesses whom I examined were of opinion that indirect taxation was more suitable to the peculiar condition of the people of Dominica than direct taxation; and although many of them admitted that in highly civilized communities direct taxation was preferable, as a less wasteful method of collecting revenue, they held that this did not apply to Dominica, where collecting and enforcing direct taxation was costly and difficult, from the indifferent means of communication that exist, and from the fact that the poorer classes do not out of their scanty earnings make provision for the payment of taxes when they fall due, but spend their money as they get it. They therefore contended that the easiest way of making them contribute to the revenue is by taxing the articles they buy. There is much truth and force in this contention. Others again go further, and advocate the re-imposition of the export tax on the produce they sell. This tax was removed in 1888, when the land tax was raised from ½ to 2 per cent., and they urge that this had the effect, so far as the poorer classes were concerned, not only of making them pay in a way which was very burdensome to them, but of putting fresh burdens upon them, as they did not benefit by the remission of the export tax in the same proportion as the traders who purchased their produce from them had done, inasmuch as they actually received no more for their produce than they had done before the tax was removed. This I believe to be in accordance with fact. Still I do not see my way to recommend that the export tax should be re-imposed, though I think a license duty might fairly be required of the traders whose business it is to buy the produce of the country and export it. These licenses might be regulated in a way similar to that in which trade licenses are now regulated; that is, they are graduated in amount and classified and assessed according to the amount of business done by each applicant for a license, and vary in amount from 12*l.* a year, which is the highest, to 15*s.* a year, which is the lowest rate. This would bring in a small additional revenue of, at least 100*l.* a year. It would also have the incidental advantage of tending somewhat to reduce the number of small buyers, some of whom are suspected of purchasing at low rates produce which has been stolen from estates, and thus encouraging a system of pilfering which now goes on to a considerable extent. Licensed buyers would, of course, have to account when called upon to do so as to the sources from which the produce came into their hands.

Appendix E., No. 15.

I am not prepared to make any recommendations which would lead to a reduction in the revenue derived from import duties. On the contrary, I believe that it is susceptible of some increase. The existing tariff is an extremely inconvenient one. It was arranged to secure reciprocity with the United States, and was based on the requirements of the McKinley tariff, now happily a thing of the past. It must be shortly revised, and I have no doubt that by imposing duties on some articles now admitted free, and by judiciously raising the rates on certain others, the Customs Revenue might be readily increased by at least 500*l.* a year.

Smuggling of rum and tobacco.

A certain amount of smuggling goes on in rum and tobacco from the French islands. I think, however, that the greater activity now displayed in watching the coast will lead to a diminution in the introduction of contraband articles. The revenue, no doubt, will still suffer somewhat, but I see no way of checking smuggling of this sort altogether, except by establishing a regular preventive service, the cost of which would outweigh the comparatively moderate amount of revenue now lost in this way.

So far as the rum manufactured in the island is concerned, the revenue does not now appear to be defrauded to any considerable extent. Small stills have been discontinued throughout the island under the operations of the recent Act, which fixes the license duty for a still at 25*l.* This has reduced the stills in the island to the manageable number of

nine, and no spirit can be drawn off without the presence of a Government officer, who keeps a key which must be used before access can be had to the rooms into which the spirit runs as it is distilled, and where it is afterwards stored. A good deal of evidence was tendered to me as regards the hardship inflicted by the imposition of this high rate for still licenses, and I have no doubt that the quantity of rum distilled in the island is less than formerly, but the quantity consumed on which duty is paid is considerably larger than it was before the change. The revenue returns show that, notwithstanding the increase in the duty from 2*s.* 3*d.* to 3*s.* a gallon, duty was paid on a larger number of gallons of rum in the 11 months ending 30th November last than in any of the four preceding years over which the return I called for extends. I propose, therefore, no change in the method of dealing with this important item. Nor do I think that I am over-estimating the increase in the annual revenue which may be expected to arise from this salutary change when I place it at 1,000*l.* a year. This will reduce my anticipated deficiency (*see* p. xxi) from 3,000*l.* to 2,000*l.* a year.

Appendix E., No. 10.

As regards tobacco, the consumption in the island is very great. Almost every man, and every woman also, whom one meets is smoking, and yet the quantity of duty-paid tobacco consumed per head is much less than it is in many of the other West Indian islands. Some tobacco is, no doubt, as I have said, smuggled into Dominica from the French islands, but a large quantity of tobacco gets into consumption in the island without paying duty, through the direct action of the authorities themselves. They allow tobacco to be withdrawn from bond in small quantities, ostensibly for shipment, by canoes and other small craft, to Guadaloupe. From all I can gather little of it goes to this destination, but so far as it does, it evades payment of the French Customs, and for this reason alone the practice should be stopped. But its real destination is the shores of Dominica itself, where it is landed and consumed without payment of duty, although I am informed that it is sold to the consumers at the ordinary price charged for the duty-paid article. I estimate the leakage on this account at about 600*l.*, and unless immediate steps be taken to put an end to the practice described, this leakage will grow larger and larger until scarcely any revenue at all will be derived from the consumption of tobacco. I confidently anticipate, however, an increase of the tobacco revenue of 600*l.* a year if the practice of making these small issues from bond is discontinued.

Land and house tax.

Appendix C., No. 26.

As regards direct taxes the most important is the land and house tax. So far back as 1855 a House Tax Act was passed, imposing a tax of 4 per cent. on the annual value of all houses and lots of land in Roseau, in the outlying towns, and on what is known as "The Three Chains," (*see* p. xii); the nature of this reservation, and the tenure of the residents on this strip of land have been the subject of endless correspondence and litigation, as well as of disturbances in the island in past times. It was brought before me in evidence by some of these residents, that their rights had been interfered with, but the question seemed to me to be one rather of law, than one falling within the scope of my inquiry, and I only refer to "The Three Chains" in this connexion, because the residents on this strip were required to pay a house tax for many years which none of the other inhabitants of the island had to pay, except the dwellers in Roseau and the outlying towns.

Appendix E., No. 5.

Appendix C., No. 3.

In 1886, a Land and House Tax Act was passed, which repealed the House Tax Act of 1855, and in lieu of it imposed a tax of 10*s.* per 100*l.* of total net valuation, or ½ per cent., on all lands, and houses and lots in the island. This Bill was opposed by the Elective members of the Assembly who left the House in a body when a motion for adjournment to give time for consideration of this and other measures was negatived by the casting vote of the Governor, and some disturbance took place in consequence. A Valuation Act was passed in 1886, appointing Commissioners of Valuation, and empowering them to assess properties for the purposes of this tax, "from the best means at their command," and "according to the best of their judgment." Holders of property were required to send in returns of the lands and houses in their occupation, and the Valuation Commissioners set about assessing their value from the information given on the returns, from their own knowledge, and from any knowledge that they could gain of the value of the various properties. When it is borne in mind that the assessments numbered over 6,000, many of the properties being situated in parts of the island almost impossible of access, it is not surprising that the work of assessing their value was very imperfectly done. Many persons made no returns, and were not assessed at all, and there were no trustworthy records in existence, either of Crown lands or of private property in the island, to guide the Commissioners in their work. I refer more fully to this matter further on, p. xxxi. Naturally the people became discontented with their valuations, which, to a large extent, were made at hap-hazard, and much friction arose in the

Appendix E., No. 11.

collection of the tax. The amount, however, was only ½ per cent., and the rate being so small, although the people grumbled, they paid up fairly well.

In 1888, however, another Land and House Tax Act was passed, which doubled the tax on houses and lots, and quadrupled it on lands, *i.e.*, 1 per cent. was charged on the former, and 2 per cent. on the latter. The duty, however, payable on produce exported, was at the same time abolished. The Elective members did not oppose this raising of the land and house tax, which formed part of a general scheme for revising and increasing the taxation of the island, with the view of meeting the extra cost to be incurred to provide for the interest and sinking fund of a loan to be raised for the construction of roads and bridges. Great hopes were entertained of the benefits to be derived from the expenditure of this money. How far the result fell short of these expectations, I have already described (p. xvii). The Elective members could not, of course, have foreseen this, but had the interests of the great unrepresented part of the community been adequately safeguarded by the Assembly, as I hope they will be in future if my suggestions as to its constitution are adopted (*see* p. xix), it is difficult to imagine that a revision of the revenue could have been made on lines which, while increasing the land tax throughout, relieved the large producers by abolishing the export duty, but gave no corresponding relief to the smaller cultivators who raised very little produce, and, as regards the poorest among them, no produce at all, for export. The pinch was felt when these higher rates came in course of collection, and many people were unable to pay them. The Government meantime, finding that their valuation roll was incomplete, and that many persons had never made any return of their holdings, sent out four officers or clerks to make a complete list of all the properties in the island. In this way the valuation assessment register was somewhat improved, but it is still in a most imperfect condition, (see memorandum by Mr. Le Hunte), and the evidence teems with instances of inequality of assessment (see particularly the statement handed in by Mr. Rankin). Besides the glaring inequalities therein disclosed, it is clear that the smaller occupiers pay much more in proportion than the occupiers of the larger estates, and this is a matter which demands immediate rectification. Much difference of opinion existed as to the best method of assessment, but I have no hesitation in recommending that an *acreage tax, at uniform rates according to the quality of the land, should be the basis of valuation of the land (the houses and lots tax continuing to be assessed on estimated value), as this is the fairest in principle, and, notwithstanding certain difficulties, the easiest of application. An acreage tax would undoubtedly hit those persons very hard who will neither sell nor cultivate their properties; but such persons are a drag upon the prosperity and advancement of the country, and anything which would tend, as this would, to force lands into cultivation could not but be productive of substantial good. It is true that this change could not be effected at once, as it would necessitate many surveys of properties of which no surveys now exist. It will be seen, however, (*see* p. xxxi) when I come to deal with surveys generally, that I propose the immediate appointment of a competent surveyor, who should attend to this duty. Meantime, under the existing method of valuation a serious effort should be made at once to adjust the taxation in the directions indicated above.

Appendix E, No. 11.

Appendix C, No. 23.

But to return to the difficulties experienced by the poorer holders in paying this increased taxation. These difficulties mainly arise from absolute inability to pay. The Government had power, under the Land Act of 1888, to sell properties for taxes in arrear, and in 1892 they further strengthened their hands by passing an Act giving themselves power to use force to eject a person refusing to surrender possession after the sale of his property. Things went from bad to worse. Between 1,700 and 1,800 properties were sold to the Government for non-payment of land tax, and about 1,000 of these are at present unredeemed. Twelve evictions were carried out, and seventy-five persons were prosecuted for persistent trespass, and ten of them were committed to prison. Since the La Plaine disturbances, however, the Governor has stopped all ejectments "pending further instructions." Meanwhile the great bulk of the former owners are still in possession of their holdings, but pay no land tax on them as they are no longer the owners. The properties are bought in by the Government for a sum only covering the taxes in arrear and costs. But sometimes a private purchaser steps in and, by a slight advance on the Government bid, buys the property for a nominal price. The Government permit a defaulter whose property has been sold to them to redeem it at any time after the expiration of the period of six months, allowed for this purpose by law; but a private purchaser after the expiration of that time becomes the undisputed owner of the property, and can demand of the original owner, if he desires to re-establish his title,

Appendix C., No. 24.

Appendix B., p. 29.

* See extract from a letter from Sir R. G. C. Hamilton printed at the end of this Report, page xxxviii.

as many do, any sum that he, the purchaser, thinks fit. One particularly unsatisfactory case of this sort was brought to my notice, where a clerk in the Provost Marshal's office got another public officer to buy, in the name of his (the clerk's) sister, a property sold in default of payment of land tax for a few shillings, but when the original owner wanted to remain in possession the clerk demanded and received 5*l.* for allowing him to do so.* A private individual who levies blackmail in this way may contend that he is only taking an advantage which the law allows him. But that a public officer, whether as principal or agent, should take such action as I have described is a matter which cannot be too strongly condemned.

In fact it is difficult to conceive any state of matters more fruitful of discontent than that which exists at present in connexion with the collection and enforcement of payment of the land tax. If a Lieut.-Governor is appointed he should at once make it his business to introduce some sort of order into the existing condition of things. But there are certain important steps that ought to be taken at once I deal with the houses and lots tax, and the land tax separately.

First, as regards the houses and lots tax; all persons whose valuation does not exceed 20*l.* should be altogether exempted from payment of this tax. This would reduce the total number of assessments from 4,241 to 1,038, thus at once striking off 3,203 contributors whose total contribution, if everyone paid, could only amount to 284*l.* a year, but inasmuch as the great bulk of defaults and exemptions come under this class the actual loss of revenue would not be more than 100*l.* a year.

Appendix E., No. 12.

Then, as regards the land tax, the rate should be reduced from 2 to 1 per cent. in all cases in which the valuation does not exceed 40*l.*,† and all persons with a valuation not exceeding 20*l.* should be relieved altogether of payment of this tax. The result would be that the number of assessments would be reduced from 1,940 to 821, a reduction of 1,119, and 458 would be relieved of one half the tax they now pay, while the possible maximum loss to the revenue would be 373*l.*, and the real loss probably about 200*l.*

Appendix E., No. 13.

As a corollary of these suggestions all outstanding arrears on properties in the classes I propose to exempt in future should be remitted, and where such properties have been bought by the Government for nonpayment of these taxes they should at once revert to their original owners. The estimated loss of revenue involved in both the house and lot tax and the land tax amounts only to 300*l.* a year, while the cost of collecting these taxes on no less than 4,322 separate assessments twice every year will be saved. I think that this saving alone would nearly amount to 300*l.* a year, but I do not propose that the tax as a whole should yield less than it does at present. An increase to the extent of 300*l.* a year could easily be effected by a revision of the existing valuation, which then would contain the manageable number of 1,859 separate assessments, instead of 6,181 as at present. The larger estates should be valued up to the proportion now paid by the smaller estates, and the glaring anomalies which now exist should be rectified so far as possible, pending the introduction of an acreage tax.

Appendix B., p. 30.

One distinct advantage of this great reduction of assessments of persons least able to pay is that it will almost entirely lead to a discontinuance of the wholesale exemptions which now go on. These, no doubt, are exercised with the best intentions, but they are of necessity most unequal in their effect. In my view no greater condemnation can be given to a system of taxation than that passed upon the land tax, as now in operation, by the Governor himself, when he says, in his despatch to the Secretary of State of 29th May last (Parliamentary Paper, No. 280 of 1893, p. 52), that he *remitted at one* time 3,897 cases of non-payment. It is impossible that the merits of *each case in such* circumstances can be duly considered, and the struggling honest man *gets* disheartened in his endeavours to pay when he sees his neighbours, who may be as well off as he, exempted from payment altogether.

But another and the greatest benefit of my recommendations, if they are adopted, will be that they will remove almost all the friction and discontent now occasioned by the incidence and collection of the land tax; and the importance of effecting this result cannot be over-rated. This discontent, moreover, is daily growing. Scarcely one witness appeared before me who did not place it in the fore-front of his grievances. The complaints, particularly of the representatives of the poorer classes, were quite pitiable.

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* The Governor, to whom I referred the case, has, I believe, directed the clerk in question to refund the 5*l.*

† If my proposal of substituting an acreage scale for valuation were adopted the same result would be obtained by fixing a limit of acreage to correspond as nearly as possible with my limit of 40*l.* on the present valuation, on which only half rates should be charged, and by relieving all persons of any contribution whose half-yearly payment did not exceed 2*s.*

The following are fair samples of how the case was put forward by the classes I propose in future to exempt largely from payment of the tax:—

(1.) " We live only to pay taxes; everything we have must go towards payment of taxes. If we are unable to pay our land and house tax our little property is sold, and we are turned out of doors. We are told that our property is bought by the Government, but if we return to our premises we will be prosecuted for trespassing. Having nowhere to go with our families, we venture to return, not because we want to disobey the law, but simply because we can do no better. On returning we are brought before a district magistrate for trespassing, we are fined, and having no money to pay we are sent to prison." Appendix C., No. 35.

(2.) " It is very hard that we should pay or else be turned out from our houses without having done anything contrary. We are all British subjects, and must have a place to lodge." Appendix D., No. 9.

(3.) " Sir, when the said land tax came into operation what little property we possess was over-valued by the commissioners of taxes, and we paid the first year half per cent. on the said value. Though we found it very hard, we submitted, and paid up. Very recently after, what was our astonishment when we were told that instead of half per cent. we were to pay 2 per cent. In spite of remonstrances we were compelled to pay. As loyal subjects we again submitted, and to the present time we are paying the 2 per cent." Appendix D., No. 2.

4. " The amount we have to pay for land tax is really and truly too much. Really your Excellency we are unable to pay it. If the land tax is not to be abolished then try your best for us to put it lower. We know we have to pay taxes to support the Government, but still the taxes we pay are bearing us down, and it is a wonder that we can live." Appendix D., No. 3.

5. " That the land and house tax on our small holdings is iniquitous, inasmuch as we, the small landowners, are made to pay more than the rich man or the large landed proprietors, as can be instanced in viewing the registration books of this parish kept by the Government officer for the purpose of collecting the taxes. The rich man's land is valued at about 5*s.* 6*d.*, when ours, the small landowners', is not less than 5*l.* We want with as little delay as possible, a reduction and readjustment of the land tax, which, as at present worked, is a grievous burden to us, the small proprietors, and in consequence needs the immediate attention of the Government." Appendix D., No. 10.

Besides it must not be forgotten that, although my instructions from the Secretary of State relieved me from inquiring into the circumstances of the deplorable occurrence at La Plaine in April 1893, when four men were killed and two women were wounded, it is matter of history that these disturbances occurred in connexion with the collection of this tax from a man whose original default was for 2*s.* (Parliamentary Paper, No. 280, of 1893, p. 6.)

The ignorance on the part of the poorer classes of the provisions of the Land Tax Act, or of any law or laws which may be passed affecting their persons or interests, is another fertile source of discontent. The utmost pains should be taken to keep them informed of such matters in the same way that I have proposed that they should be instructed in reference to the cultivation of their holdings, p. xv. I have a shrewd suspicion that they did not at the time of the La Plaine occurrence, nor do many of them now, comprehend the difference in the modes of procedure in enforcing payment of the road tax and of the land tax respectively, and in the penalties attaching to non-compliance with the provisions of these Acts. They cannot understand why, if they are defaulters under the land tax, they are not brought before a magistrate, and why some of them are selected for ejectment with their families from their holdings or prosecuted for trespass, while others are not, and they think that they are being arbitrarily and illegally dealt with. Besides, cases came under my notice, which I referred to the Executive to deal with, of men anxious to redeem their holdings which had been bought by the Government for non-payment of land tax, who were quite unaware that they would be allowed to do so on repayment of the taxes in arrear with costs, even although the period of six months prescribed in the Act for this purpose had expired. Even if all my recommendations respecting the land tax be adopted, the administration on the spot will find it a matter requiring all their attention to make matters run smoothly in the collection of this tax.

Road tax.

The next direct tax in order of importance is the road tax, which is put down in the estimates of 1893 as yielding a revenue of 2,000*l.* a year. This tax, with many modifications in its incidence, has been in force since 1856. Residents in the town of Roseau are exempted from payment of it, as well as all ministers of religion, nuns, and

police officers. It is payable both by males and females, and is leviable either on the basis of income, under which all members of every family contribute who come within the prescribed limits of age, or on the basis of the value of any lands or houses occupied, whichever may yield the larger contribution, as follows, viz.,—

(1.) Contribution based on income and payable by males between the ages of 16 and 60, and by females between the ages of 16 and 50 years of age.

Having an income under 25*l.* a year.	Males 6*s.* a year or 12 days' labour.	
Ditto ditto	Females 3*s.* „ 6 „	
Incomes between 25*l.* and 50*l.* a year.	7*s.* 6*d.* a year or 15 days' labour.	
„ 50*l.* and 100*l.* „	10*s.* „ 20 „	
„ 100*l.* and 150*l.* „	15*s.* „	
„ 150*l.* and 300*l.* „	20*s.* „	
Incomes over 300*l.* a year.	40*s.* „	

(2.) Contribution based on valuation of houses or lands in occupation payable without any limits of age.

If the value be less than 50*l.*, 3*s.* a year.
„ between 50*l.* and 100*l.*, 5*s.* a year.
„ „ 100*l.* and 200*l.*, 10*s.* a year.
„ upwards of 200*l.*, 20*s.* a year.

There is much grumbling at this tax, and the number of people prosecuted for the non-payment of it during the past few years has been very great. I am happy, however, to say the returns show that this number is steadily decreasing. I append a memorandum on the subject, prepared for me by Mr. Le Hunte, which gives full particulars as regards the incidence and method of collection of the tax. I should have been glad if I could have seen my way to recommend the abolition of this tax altogether, or the substitution for it of some other item of taxation, for to some extent it partakes of the nature of a poll tax, and therefore necessarily falls heaviest on the poorest classes. But in the present state of the revenue of the island either course is an impossible one. There are certain improvements, however, which could readily be made in the incidence and the method of collection of this tax which would go far to remove much of the discontent that now exists with respect to it. I place in parallel columns the grievances which were brought before me by almost every one of the poorer classes who gave evidence, with my recommendations for alleviating them :—

Appendix E., No. 14.

Grievances.	Suggestions.
(1.) That although persons of 60 years of age and over are exempted under the income qualification from payment of this tax, yet if they are either owners or occupiers of lands or houses, they have to pay under the property qualification as long as they live, no matter how low the valuation may be. By some witnesses it was further urged that the poorer man paid a much higher rate in proportion to the maintenance of the roads than his richer neighbour.	(1.) I suggest that where the valuation is under 50*l.** no road tax should be levied, and that all existing arrears arising in this class should be remitted. It is under this lowest property qualification that the great bulk of the people who contributed under the lowest income qualification are caught, after they have reached 60 years of age. This exemption would reduce the total number of assessments under the property qualification from 850 to 248, with a possible maximum loss to the revenue of 90*l.* The real loss, however, would by no means reach this figure, for a large number of remissions have now to be made in this class. This exemption, moreover, would obviate the necessity of collecting 1*s.* 6*d.* twice a year from no less than 602 persons, at a cost which, taking into account prosecutions for non-payment, must more than swallow up the revenue received from them, and would get rid of much friction and discontent. I do not propose, however, that the total revenue derivable from the road tax should be diminished. For by slightly raising the contributions now paid by persons with incomes of 50*l.* and over, and by persons with property valued at 100*l.* and over, I fully anticipate that the total revenue will be rather increased than diminished. These persons contribute at present far less in proportion to this tax than the poorest classes are required to do.

* The reason why I fix the limit of exemption at 50*l.* valuation in the road tax, while in the land and house tax I propose 20*l.* as the limit for exemption, is that in the case of the road tax the rate charged up to 50*l.* is only 3*s.* a year, payable in two half-yearly instalments. The smallness of the individual amounts makes them not worth collecting, and I am not prepared to recommend that any increase should be made in this class, as the great bulk of those who come under it are old people who have paid high rates under the income qualification up to their 60th year of age.

Grievances.	Suggestions.
	My proposals as regards payments for road tax are as follows:

——	Increase.	Decrease.
(1.) Income qualification.	£	£
25*l.* to 50*l.*, now 7*s.* 6*d.*, to be raised to 10*s.*	9	—
50*l.* to 100*l.*, now 10*s.*, to be raised to 20*s.*	9	—
100*l.* to 150*l.*, now 15*s.*, to be raised to 30*s.*	6	—
150*l.* to 300*l.*, now 20*s.*, to be raised to 40*s.*	2	—
Over 300*l.*, now 40*s.*, to be raised to 60*s.*	—	—
(2.) Property qualification.		
Under 50*l.*, now 3*s.* to be struck off -	—	90
50*l.* to 100*l.*, now 5*s.* to remain the same	—	—
100*l.* to 200*l.*, now 10*s.*, to be raised to 15*s.*	17	—
200*l.* to 500*l.*, now 20*s.*, to be raised to 30*s.*	19	—
500*l.* to 1,000*l.*, now 20*s.*, to be raised to 40*s.*	20	—
Over 1,000*l.*, now 20*s.*, to be raised to 60*s.*	22	—
	104	90

At present, if a man owns more than one property he only pays road tax under the property qualification for one of those properties if they happen to be situated in the same parish. There is no fairness in this exemption. He should be required to pay for each of his properties, wherever situated. This would lead to some slight increase in the revenue beyond the amount I have estimated above.

(2.) That pressure is brought to bear on contributors to pay in money rather than in labour, and that if a man is unable to pay the tax of 6*s.* a year in money, he is required to work 12 days in lieu of such payment, his labour thus being reckoned as only worth 6*d.* a day.

(2.) A man should be allowed freely to exercise the option given to him under the Act to pay the tax in money or to give labour in lieu of it, but I think 12 days' work in such cases is excessive. If a woman is unable to pay her cash contribution of 3*s.* a year, she is required to give six days' work. Her labour is thus reckoned at the same daily value as that of a man. I am of opinion that substantial justice would be done if in such a case the man was required to work for 8 instead of 12 days; nor do I think that this suggestion, if adopted, would lead to much loss, if any, in the amount of actual work now given by statute labourers.

(3.) That the persons who are unable to pay, and cannot give labour instead on account of bodily infirmity, are subjected to much inconvenience and difficulty in proving a case for exemption. That very old people who have been exempted from working on the ground of great age, are not exempted on that ground once for all, but have to come up every half-year before the magistrate as long as they live.

(3.) Greater leniency should be shown in such cases, and it should be the rule that a certificate of the priest of the parish should be accepted as evidence of infirmity,* while a person once excused on the ground of age should be struck off the list altogether.† Particular care should be taken with regard to women that they should not be required to labour when about to become mothers. When the revenues of the island will admit of women being altogether relieved from contributing to this tax, this should be done. Appendix C., No. 38.

(4.) That the first intimation that young people on reaching the age of 16 have, that they have come on the lists as contributors to the tax, either in money or in labour, is by a summons taken out against them by the Government officer of the district, and they have difficulty in proving their real ages to the satisfaction of the Government officer.

(4.) This should be done by notice, not by summons, and the Government officer should be instructed to accept as sufficient evidence of the age of these young people the certificate of the priest of the parish in which they reside. Appendix B p. 43.

(5.) That the money raised by the road tax is not all expended on the roads, that while all districts have to contribute equally to this tax they do not share equally in the expenditure, and that when roads are being repaired in a district very often gangers are brought in from other districts to superintend the labour.

(5.) The money raised by this tax should be expended on the roads, and there should be an attempt made to distribute the work equally, so far as it is possible, throughout the various districts; and where capable men for the duties of ganger exist in a district they should be employed in preference to men selected from other districts.

* In Mr. Le Hunte's memorandum, Appendix C., No. 26, he states that a certificate from a minister of religion is now accepted in such cases, but from the evidence it appears that this is not known, as it was a common cause of complaint that a fee of 2*s.* had to be paid to a doctor for his certificate before exemption would be allowed; and further a priest complained, Appendix D., No. 22, that the priest's certificates are "almost always contested and refused"; while Mr. Lauder, Appendix B., p. 30, states that a certificate of sickness must be signed by a doctor.

† At present this is a power which only the Governor can exercise. It ought to be exercisable by the magistrates.

The road tax, as I have said, is not payable within the limits of the town of Roseau, as each town resident is supposed to keep the roads in order in front of his house. This is very imperfectly done, and there can be no question that a municipality for the town should be created, and that the inhabitants should pay a rate to keep it in order, and elect a Board to manage their affairs. Moreover, such a rate would have the salutary effect of putting a stop to the influx of large numbers of labourers on estates in the neighbourhood of Roseau who now flock into the town to avoid payment of Road tax to their own inconvenience, the inconvenience of their employers, and of the town itself, which is in no way benefited by their residence in it.

Appendix B., p 30.

Income tax.

The next tax to which I directed my attention is the income tax, which is payable at the rate of $2\frac{1}{2}$ per cent. per annum on incomes of 50*l.* to 100*l.*, and $3\frac{1}{2}$ per cent. on incomes exceeding 100*l.* This tax is greatly objected to by the Government officials, who at present contribute the greater portion of the revenue derived from it. But people who derive their income from land pay land tax, and those who derive their income from trade pay trade licenses, both of which may be regarded as taxes on their incomes, and I do not see why public servants should be relieved of any tax upon theirs. The total yield of this tax is only about 400*l.* Its smallness is due principally, (1) to proprietors of estates being allowed to reckon the land tax they pay as so much income tax, and (2) to merchants and traders being allowed similarly to treat the sums they pay for trade licenses. If the land tax is fairly re-assessed on an acreage value, as I have proposed, I see no objection to this arrangement, so far as the former are concerned. But, as regards the merchants and traders, it would be better for the revenue that their incomes should be assessed in the ordinary way. There would, however, be difficulty in doing this in a small place like Roseau, and in requiring merchants and traders to disclose the particulars of their businesses to an Assessment Committee, of which most probably some of their rivals in business would be members. But as the largest sum any merchant or trader pays now in direct taxation is only 12*l.* a year for the highest class of trade license, which represents an income tax at the rate of $3\frac{1}{2}$ per cent. on an annual income of 342*l.*, it is clear that he does not pay his fair share, and that in some direction or other he should be required to increase his contribution to the revenue of the country. The easiest way to accomplish this object would, in my opinion, be to raise the rates paid for the higher class of trade licenses. I am not prepared to specify the rates which should be charged, but bearing in mind that at the present time a still license costs 25*l.* a year, and a publican's license in Roseau 14*l.*, it seems most inadequate that the highest rate of trade license for men through whose hands the bulk of the business of the country passes should only be 12*l.* a year.

Appendix E., No. 15.

Then, again, many managers and overseers of estates escape any payment of income tax by stating that their incomes fall below 50*l.* a year. This is an incredibly small remuneration to be paid for their services, and the Assessment Commissioners should take the matter into their own hands, and assess them at a reasonable sum, and only exempt them on the production of distinct evidence that their income from all sources does not amount to 50*l.* a year. If this be done, and the trade licenses be revised as I suggest, I anticipate that the revenue will benefit to the extent of at least 100*l.* a year.

Boat licenses.

Boat licenses are issued at the rate of 5*d.* per foot for every foot in length over all. The average length of a canoe is about 20 feet. The average boat license, therefore, costs 8*s.* 4*d.* The annual revenue derived from these licenses is only 185*l.* a year, on about 450 boats, of which about 300 belong to the Leeward, and 150 to the Windward, side of the island. It was urged as a grievance by almost every witness whom I examined on the Windward side of the island, that this tax presses heavily on them, as compared with the people on the Leeward side, inasmuch as they cannot use their boats for more than six months in every year, from the surf occasioned by the trade winds, while people on the Leeward side can use theirs all the year round. I think there is much force in this contention, and I therefore propose that boats belonging to owners resident on the Windward side of the island and in use by them should be charged at the rate of 2*d.*, instead of 5*d.*, a foot., without any minimum limit. This reduction on 150 boats would lead to a loss of revenue under this head of from 30*l.* to 40*l.* a year.

Horse licenses.

The only other item of revenue on which I have any remarks to make is the horse license, the amount realized by which is about 160*l.* a year. Many of the people who appeared before me advocated the abolition of this tax on various grounds, none of which, however, appeared to me to be of much weight; and in the present condition of the revenues of the country, I am not prepared to recommend its discontinuance,

Free licenses are at present granted where the person keeping the horse certifies that it is not kept for riding, and will not be ridden. It was urged by several witnesses that this exemption is abused by persons well able to pay the tax, and I think it is unnecessary, and should be discontinued. The breed of horses in Dominica is by no means so good as it might be, owing to the fact that no care is taken in having good sires, and I propose, not as a source of revenue, but as a means of improving the breed, that a tax of 5*l.* a year should be imposed on all stallions.

I have now gone through all the main items of the revenue of Dominica, and the financial effect of the proposals I have made is as follows:— **Summary of proposals as regards revenue.**

	Increase.	Decrease.
	£	£
(1) Requiring traders who purchase and export produce to take out licenses.	100	—
(2) Revision of the tariff on articles imported	500	—
(3) Stopping issue of tobacco from bond in small quantities, ostensibly for shipment to the French islands.	600	—
(4) Relieving poor persons from payment of house and lot tax	—	100
Do. do. do. land tax	—	200
(5) Re-assessment of valuation of land tax	300	—
(6) Relieving poor persons from payment of road tax	—	90
(7) Re-assessing valuation for road tax on higher classes	90*	—
(8) Revising trade licenses	100	—
(9) Reducing boat licenses on Windward coast	—	35
Total	1,690	425
	Net Increase, 1,265*l.*	

The net result of all these recommendations is an increase of revenue of 1,265*l.*, but, as I have pointed out, the annual deficiency of the island is 3,000*l.*, which I anticipate will be reduced to 2,000*l.* by the method recently introduced of dealing with the prevention of smuggling in rum. There remains therefore a sum of 735*l.* still to be provided before equilibrium can be restored in the finances.

Expenditure.

As regards the expenditure of the island, one item will be largely modified and considerably reduced if my recommendation as to the withdrawal of Dominica from the Leeward Islands Federation be approved. The substitution of a Lieut.-Governor for the Commissioner will involve an increase of salary of 500*l.* a year; but, inasmuch as the Governor of the Leeward Islands, who now receives a salary of 3,000*l.* a year from the Imperial Exchequer, will be relieved of the local administration of Dominica, it would be only reasonable that his salary should be reduced to 2,500*l.* and that the 500*l.* thus set free should be appropriated to make good the difference between the salary now paid by Dominica to her Commissioner, and the salary she will have to pay to her Lieut.-Governor. Other new charges will have to be met to provide for certain services now rendered to Dominica by federal officers, but the net result will be a saving, which I estimate will amount immediately to 500*l.* a year, and to at least 1,000*l.* a year, so soon as the arrangements necessary for terminating the federal connexion are completed. The present arrangements with respect to the judicial service should be continued. As regards the general expenditure in Dominica there are several directions in which an able and competent administrator resident in the island, and possessing the necessary authority might effect reductions as well as promote efficiency, such particularly as in poor relief, by the exercise of a more careful supervision over admittances to the Poor House. Such economies, however, would necessarily take some time to effect, and I do not think it would be wise to insert in my estimate any particular sum as representing the financial effect which such economies might produce. I consider it safer to regard them as a set-off against an increase in the expenditure for education, which is inevitable. But there is one item of expenditure of which the general revenue of the island should be at once relieved. I refer to the cost of cleaning and lighting the town of Roseau, and of repairing the streets. This item amounts to about 500*l.* a year, and it should be provided by a rate to be levied on the residents of Roseau by a Town Board, of which I have already recommended the formation (p. xxviii).

Appendix B., p. 22.

* The exact figure of my estimate, *see* p. xxvii, is 104*l.*, but I have thought it sufficient to enter the amount here as 90*l.*, thereby simply cancelling the increase of a like amount of expenditure entered in No. (6) of Summary.

My recommendations then, as regards expenditure, will lead to an immediate reduction of 1,000*l.* a year, and, as regards income, to an increase of 1,265*l.* a year, making a total of 2,265*l.* to meet an estimated deficiency of 2,000*l.* a year. I hope and believe that this modest surplus of 265*l.* will be realised, and that as the productions of the island increase, as they must do when the limes, cocoa, and coffee recently planted and now being planted come into full bearing, the revenue will show a progressive improvement. But any surplus arising for some time to come should not be devoted to reducing taxation, but to improving means of communication.

Further expenditure to be undertaken when state of finances admits.

The first requirement, when the island is able to afford it, is to obtain the services of a steamer, for an annual subsidy, to ply round the island, and to bring its produce to market. This would, I think, be possible so soon as the existing federal arrangements are adjusted. The establishment of such a steamer would be of incalculable benefit, in my view, to Dominica, and might be made the means of developing a large legitimate trade* with the neighbouring French islands, while it would be a powerful auxiliary in preventing the illicit traffic with them which now takes place. This illicit traffic is the natural growth of circumstances. (1.) The prices obtainable in the French islands for such produce as the Dominicans have to sell are higher than those ruling in Roseau. (2.) These prices may, as regards dutiable articles, be with ease still further increased by evading the payment of the French customs duties in one direction and the English customs duties in the other. (3.) The prevailing direction of the Trade winds makes communication between many parts of Dominica and the French islands easier and quicker than with Roseau. The more stringent precautions recently taken to prevent smuggling have practically put an end to such legitimate traffic as was carried on in combination with the contraband traffic, and this legitimate traffic could not only be revived but developed by a coasting steamer running at frequent intervals between the islands. The next requirement is the construction of certain bridges for which the ironwork is now in the island, and of a road from Layou to Pegoua, which would afford a better means of communication than now exists between the two sides of it, and would open up the magnificent and extensive district called the Layou Flats, now covered with virgin forest, and thus attract settlement and bring capital into Dominica. This latter requirement would, of course, involve the raising of a further loan, but this should not be entered upon until the growth of the revenue justifies the Legislature in incurring the extra annual expenditure which it would involve.

Civil Service.

It was urged by some witnesses who gave evidence before me that the Civil Service of the island was in an unsatisfactory state owing to the posts in it being filled by patronage, and to the want of adequate recognition of merit by promotion from the lower to the higher appointments. Upon this point I have only to observe that people sometimes seem to forget that the main object to aim at is to have a thoroughly efficient service, and that all other considerations are distinctly subordinate. The Civil Service in Dominica is a small one, only numbering 35 members all told. So far as entry to the junior posts is concerned, I think that it should be regulated by open competition, but with so limited a selection for promotion as exists in it efficiency demands that selection for the higher posts should not be restricted to the occupants of the lower posts. Under competent administration there is little fear of a really good man in the service being passed over and his merits ignored. I append a nominal list of the civil servants and of the magistrates, giving particulars respecting each. From these returns it will be observed (1) as rather a curious circumstance, that in a country in which 90 per cent. of the people are Roman Catholic the service should be almost wholly composed of Protestants, and (2) that the antecedents of the magistrates are not such as would necessarily qualify them for the performance of magisterial duties. Not one word was said against these gentlemen individually, but I think it is matter for careful consideration whether the whole of the judicial and magisterial service of all the West Indian Islands should not be treated as one service. It appears to me that the prospects which a well-graded service for the performance of these duties would offer would attract a legally qualified body of men to fill all such posts in the islands with advantage to the administration of justice.

Appendix E., Nos. 16, 17.

Judicial and magisterial.

Education.

Many defects and shortcomings in the administration were brought under my notice during my inquiry. In the matter of education, for instance, it was urged that the

* Much of this trade would be in "provisions," and if the demand for these were increased it would indirectly help the extension of the cultivation of cocoa and coffee, as these plants in their early stages, before they yield a return, require shelter, which is best afforded by growing them under the shade of plantains and bananas.

payment of school fees was inconsistent with compulsory education, and that more schools were required in certain districts. These are matters, of course, for the House of Assembly and the Lieut.-Governor to deal with. There was one point, however, that struck me very much in my inquiry; that is the intense desire that exists among the people for the spread of education. In the Carib quarter of the island which I visited it was the burden of complaint of these interesting people, who turned out in great numbers to receive me, "We have no school and our children are growing up without being able to read and write." Much has been done by the present Governor in the direction of spreading education. He has introduced compulsory education throughout the island, and has established a school for higher education in Roseau, which is doing good work; and the expenditure for education must continue to grow in amount. It is of even more importance that education should be extended in Dominica than in other places where English is the language of the people. For, as I have said before (*see* p. xiv), the French patois which the people speak is a great barrier to their progress and advancement, and this can only be effectually surmounted by teaching the rising generation to speak English. Beneficial results would further arise from the establishment of an agricultural school, and the introduction of agricultural teaching in the elementary schools. In this branch also of the public service it is curious to observe that, with a school population almost wholly Roman Catholic, nearly all the schoolmasters are Protestant. This should certainly be rectified, and no doubt it would be rectified if the island were, as I propose it should be, administered more than it is at present in accordance with the views of its inhabitants, and were relieved of the necessity which now exists of conforming to conditions, which, although suitable for other islands of the group, are unsuitable for Dominica.

Appendix B., p. 41.

The administration of the police was also brought under my notice, and the fact that many of them do not understand the patois, was urged as a reason for their comparative inefficiency in preventing and detecting crime. It was further stated that Dominicans would not join the force, which is now a federal one, on account of the unpopularity of the present Inspector. Such matters, however, can only be dealt with efficiently by the administration on the spot.

Police.

Then, again, the inspection of weights and measures causes much grumbling and annoyance. The people complained that they had to pay fees twice a year for each inspection of their weights and measures after they were found to be correct, whether they had been compared and stamped before or not, and that in many cases they had to take their weights and measures long distances to have them verified. I append a Memorandum on this subject by Mr. Le Hunte, which shows that some improvement has been effected in this respect, but that a Federal Act is necessary before the number of inspectors can be increased, as the present Federal Act empowers the Governor to appoint only one inspector for each presidency. This is an instance of how a measure which may be suitable in one island of the Federation may be unworkable without causing serious hardship in another. One inspector may be sufficient for Antigua, which is a small island with easy means of communication, but in Dominica one inspector cannot do the work without requiring the people to bring their weights and measures to him from long distances. It is almost impossible to conceive a difficulty of this sort arising if the island were governed as I propose it should be in future.

Weights and measures.

Appendix E., No. 18.

The medical service also, as at present administered, creates considerable friction and discontent, but this service also would present no serious difficulty if it were earnestly taken in hand. I do not think the island can at present afford to pay more than it does for this service, but it might easily get much more value for its expenditure than it does now.

Medical service.

The most unsatisfactory piece of administration, however, which was brought to my notice was that connected with Crown lands and surveys. It is, in fact, in a state of chaos, as is shown by the memoranda on the subject by Mr. Le Hunte. There is no proper and complete record of Crown lands, nor of private estates in the island. The Government have no means of knowing whether the lands on which many persons are living are their own private property, or whether they are the property of the Crown. The late Surveyor-General had not attended properly to his work for several years, owing partly to being employed as an engineer in other work, often in other islands of the group, and partly to failing health, with the result that the bulk of the people requiring surveys during the last four or five years have been unable to get

Crown lands and surveys.

Appendix E. No. 19.

them. In November, 1892, a resolution was brought forward in the Legislative Assembly, calling attention to the great loss arising to owners of property from the impossibility of getting surveys of land made, and urging the necessity of appointing some surveyor or surveyors who could act independently of the Surveyor-General. But this resolution was withdrawn, for reasons not stated in the minutes. Early in 1893 the Surveyor-General died, but no surveyor has been appointed in his place, and the whole work is absolutely at a standstill. No grants of Crown lands can be issued, and private persons are unable to sell their properties, or to obtain any settlement of land disputes arising among them. To such a pitch have matters arrived that, when questions of title come before the Supreme Court, the judge, in granting certificates, orders an endorsation on them to the effect that they are "not conclusive as to extent or boundaries."

Meantime, the revenue suffers. It is customary for testators in Dominica to devise their real estate to their children in individual shares or interests, thereby creating a joint occupancy. This leads to disputes, which can only be settled by a division of the estate so that each can obtain a separate title to his part of it. But this cannot be done without a survey determining the boundaries. There are many such unsettled cases, where each would pay his own share if he knew what it was, but he naturally objects to pay for the others. The result is, that the land is sold for nonpayment of the tax, and no one pays land tax on it.

There is no department for looking after Crown lands. All applications and communications respecting them go to Antigua, and so far as I can gather, no action results.

Appendix E., No. 8. The Crown lands funds are overdrawn to the extent of between 500*l.* and 600*l.*, and this overdrawn balance forms a not very satisfactory asset in the balance sheet of the island. A properly qualified surveyor should at once be appointed. This will involve no increased expenditure as this officer will be paid by fees, and the serious attention of the new Lieutenant-Governor, if one is appointed as I suggest (*see* p. xviii), should be directed to introduce some sort of order into this important matter of administration, the state of which at present is causing extreme inconvenience, irritation, and discontent in Dominica.

Several witnesses strongly recommended that small grants of crown lands should be issued either free of charge, or free of charge until such times as the crops planted would yield some return. This is a matter which will require grave consideration. Everything should be done to increase the production of the island, and settlement on Crown lands should be helped forward in every possible way. But much of the future prosperity of the island will depend upon this being done in a judicious manner. The whole matter is in abeyance now, owing to there being no surveyor in the island; but as soon as one is appointed the whole question of Crown lands should receive the careful attention of the Legislature and the Lieut.-Governor. Meantime, while the people should be made clearly to understand that no trespass on these lands will be permitted, authority should be given gratuitously, or for a small consideration, in all cases in which it can be granted without injury to the land, to applicants for permission to cut down timber for house building and canoe making or small trees for firewood, and making charcoal.

Crédit foncier. It was strongly urged by many witnesses, whose evidence is deserving of serious consideration, that something in the nature of a *Crédit foncier* should be instituted in Dominica to supply the small proprietors with capital for the cultivation of their holdings, especially with the view of extending the cultivation of cocoa, coffee, and limes.

Appendix B., p. 7. Mr. Davies, who materially assisted me in my inquiry, was one of these witnesses; but I regret that I am unable to agree in the suggestion. Such a system could not be undertaken unless the Government guaranteed the Crédit foncier, and if anything is to be done in the direction of Government aid to small cultivators, I think it had much better be done directly by the Government having a control over the details of the administration on some such plan as that adopted in Ireland. With a House of Assembly constituted as I have suggested, the matter might fairly be left to them, and if they see their way to frame a workable scheme it should be introduced and given a fair trial, so soon as the finances of the island will justify the raising of a moderate loan for the purpose. Such a scheme, if properly worked, should not occasion any expense to the island after the first two or three years.

Metayer system of cultivation. Many witnesses referred to what is known as the Metayer system of cultivation under which estate owners employ people to plant cocoa, coffee, &c. on their land, allowing them in return to raise "provisions" from the ground for their own use until the trees are in full bearing, and afterwards either continuing the tenancy on the basis of receiving half

Appendix B., p. 39. the proceeds, or terminating the arrangement by paying a compensation calculated upon

the estimated value of the trees planted. Some of these arrangements are under written agreement but the majority are not. Such cases give rise to endless disputes and litigation, and owing to the faulty provisions of the law, and to the ignorance of the tenantry as to the small amount of protection it does afford them, there are no doubt many cases in which they are dispossessed without any compensation at all. I append one such case which came before me, with a minute of the Commissioner upon it. The law should be amended so that the tenants should receive compensation before they are required to give up possession.

Appendix No. 1.

Some representatives of artizans who appeared before me, strongly protested against artizans from other islands being imported into Dominica to carry out public works, while there was an adequate supply of competent workmen in the island. I am unable to say whether this allegation is well founded, but the matter is one which must rest in the hands of the administration for the time being, and no competent administrator would ever be so foolish as to have recourse to employment from outside if he could obtain equally good labour from among the tax-payers in the island.

Artizans.

Appendix B., p. 31.

Then, again, it was urged by many witnesses that the taxes were collected at inconvenient times of the year. This also is a matter for determination by the administration on the spot. Some improvement in this respect would appear to be possible—see memorandum of the dates on which the various taxes now fall due.

Times when taxes fall due.

Appendix E., No. 20.

The shortcomings of the administration which came under my observation are in my opinion almost wholly due to the system under which all the authority and control of the public business of Dominica is centred in Antigua, with which there is communication only once a week, and the experience of my stay in Dominica shows me that even weekly communication is not always to be depended upon. In my view, under such a system, successful administration is an impossibility. A complicated administrative machine cannot run smoothly without the constant presence of a controlling hand. Besides, what the machinery of Dominica has to accomplish differs widely in its detail, as I have explained (see p. xxiii), from what is required in the other islands with which it is federated, and the occasional presence of its director is of but little use. An able administrator always on the spot would find that the task of administering the affairs of Dominica would require all his energy and skill, even if he enjoyed, as I believe such a man would, the fullest co-operation of the Legislative Assembly. I have confidence that all will go well if such an officer is appointed, and the Legislative Assembly is constituted as I suggest. Without these important and fundamental changes, I see little hope of any really substantial improvement being effected in the condition of the island and its inhabitants.

System mainly responsible for defects in administration.

The island is undoubtedly in a backward state due to causes I have attempted to describe, but with good government I believe there is a great future in store for Dominica. Her productions, even with her present population, are capable of being increased four-fold, and I see no reason why, with her exceptional advantages, her prosperity should not in time exceed that of any of the other West Indian Islands. Her people are undoubtedly discontented now, owing mainly to their poverty, which arises from want of employment and from ignorance of what they should cultivate on their small holdings; to their being governed without sufficient regard being paid to their local needs and views; to the heavy taxation (especially the land and house tax and the road tax) on the poorer classes; to the heavy expenditure on public works, for which there is little to show; and to remediable defects in administration. Poverty and discontent have, no doubt, encouraged the emigration from Dominica which has been going on for some time, and has led to the population being less now than it was at the time of the census of 1881. But emigration is by no means solely due to these causes. The attractions of the Gold Fields of South America have induced many of the more enterprising of the young men to try their fortune at the mines. Some of these have done well, but I have it in evidence that many of them would only be too glad, if they were able, to return to Dominica.

Main causes of discontent.

Appendix D., No. 43.

The recommendations I have made, which I summarise hereafter, will, I hope and believe, go far to improve the condition of the island. Her people are loyal. One witness, it is true, Mr. A. R. Lockhart, whose views are entitled to consideration, stated in his evidence that the island would be more contented under French rule, but he was practically alone in this view, and from all the information I was able to gather during

Inhabitants loyal and law-abiding.

Appendix B., p. 9.

my inquiry, from the spirit of loyalty which breathes in all the petitions and addresses I have received, and from my own observation, I am of opinion that, although the discontent of the people may have led some of them, in moments of excitement, to say that they would rather be joined to the United States or to France than to England, there are no more loyal subjects of Your Majesty than the inhabitants of Dominica. They are also in the main law-abiding, though excitable and easily roused, and with good government will become prosperous and contented.

Attractions for settlers.

There is room in Dominica for four or five times its present population. But as its own inhabitants advance in prosperity both settlement and population will be attracted from outside its borders, and I should hope that not only will emigration be checked, but that many of the emigrants from the island to South America and other places will find their way back. Even now, however, with all the drawbacks arising from imperfect means of communication, Dominica offers a fine field for any young man of energy with a little capital at his back. There is plenty of land he could get, and if he settled on the Leeward side of the island, near the sea, he would be practically independent of land carriage, for the conveyance of his produce by water carriage would always be available. I do not believe, anyhow for some time to come, that he would find any difficulty in getting as much labour as he required. He would find himself in a healthy climate at only a fortnight's distance from England, and among friendly neighbours. A few settlers of the right kind, moreover would be of great benefit to the island itself. I append some "Notes for the information of intending settlers in Dominica," drawn up some time ago by Mr. Le Hunte. I am not so sanguine as Mr. Le Hunte is as regards the profits to be derived from the trade in bananas and pines. His memorandum was written at a time when the Governor was endeavouring to open up a trade in fruit by getting steamers specially to call for it, but this project was not very successful, although I think that in process of time a trade in fresh fruit will be developed from Dominica. I believe, however, it would pay well to grow both tea and tobacco in the island, but these cultivations have never yet been carried beyond the experimental stage. I believe also that there is a fair opening for the establishment of farms for stock raising, which would pay well, and for developing the timber industry in the many excellent woods which abound in Dominica.

Appendix E., No. 21.

Future prospects.

There is no royal road to increasing the wealth and prosperity of the island. This can only come from an increased production in it of articles for which there is a constant demand. A beginning in this direction is already observable, and when once the corner has been fairly turned the increase will go on at an accelerated pace. With an increase of production the revenue will increase, and means will become available for improving and extending the means of communication throughout the island. The people are not wanting in energy and resource, and they will have to exercise both, in the present condition of the island, in getting their produce to market. But what disheartens them is that they have no sale for the only produce which many of them now grow, viz., "provisions" (*see* p. xiii); and "provisions," besides, are bulky and difficult of carriage. With their little holdings, however, stocked with cocoa, coffee, and limes, for all of which there is a constant demand, they will get their produce to market somehow. For the next few years their difficulties in this respect will in some cases be very great, but not greater than they were in the days of the island's prosperity, when roads were no better than they are now. Improvements, however, in means of communication will come as the island can afford to pay for them, and the people will have confidence in the speedy advent of better times when they know that they have got a Legislative Assembly with power to deal with their taxation and public expenditure, and which is fairly representative of their wants and views. I speak from personal knowledge when I say that the materials for such an Assembly exist in Dominica. I have given my reasons for not making it wholly elective at the present time, but the object of my recommendations is to make it representative in the most comprehensive sense. My recommendations, if adopted, will involve increased taxation on some of the higher classes in the island, but I feel convinced that they appreciate the absolute necessity that exists for putting the administration on a sound and satisfactory basis and that they will be prepared to submit to any sacrifice which this object necessitates. My knowledge of the present Elective members, and of the residents from among whom the elected and nominated members would be selected, satisfies me that the destinies of the island would be safe in their hands, and that an Assembly constituted on the lines I have indicated

would devote their best energies to the advancement of its interests; and that they would hail the advent among them of any really able and honest administrator to whom the high and important duties of Lieut.-Governor of the island might be entrusted.

My recommendations may be summed up briefly as follows:—

Summary of recommendations.

(1.) Dominica should be withdrawn from the Leeward Islands Federation, and be placed under a Lieutenant-Governor. Economy and efficiency of administration can only be secured by the constant attention and supervision of an officer of authority resident in the island.

(2.) The salary of the Governor of the Leeward Islands provided by the Imperial Exchequer should be reduced by 500*l.* a year, which amount should be paid to the Lieutenant-Governor, making his salary 1,000*l.* a year.

(3.) The Legislative Assembly should consist of seven elected members, and four non-official members nominated for the duration of the Assembly by the Lieutenant-Governor in Council, and three official members nominated by the Lieutenant-Governor.

(4.) The Executive Council should be composed of leading residents in the island, and of local heads of departments.

(5.) Every possible means should be adopted for disseminating information among the small proprietors in the island as to the cultivation of marketable products best suited to their holdings, and as to the best methods of cultivation, and of preparing their produce for market. They should also similarly be kept informed of any changes in the law affecting their persons and interests.

(6.) A loan of 30,000*l.* should be raised to pay off the floating debt; and the annual revenue should be raised and the expenditure reduced so as to restore equilibrium in the finances of the island.

(7.) Graded export licenses should be required of buyers and exporters of the produce of the island, based on lines somewhat similar to the trade licenses now in force.

(8.) All issue from bond of tobacco for shipment in small craft should be prohibited.

(9.) The tariff should be revised and simplified, and the revenue increased, by taxing some articles now admitted free, and by raising the rates on others.

(10.) All persons now assessed for payment of house and lot tax with a valuation not exceeding 20*l.* should be exempted, all arrears now due by them should be written off, and all properties of this class sold to the Government for non-payment of taxes should at once be returned to the original owners. This will reduce the total number of assessments from 4,241 to 1,038, and remove much friction and discontent, besides materially diminishing the costs of collection.

(11.) The rate charged for land tax should be reduced from 2 to 1 per cent. where the valuation does not exceed 40*l.* This would relieve 458 persons of one-half of the land tax they now pay. All persons assessed at 20*l.* and under should be exempted altogether from payment of it, and (as in (10.)) all arrears should be remitted on properties of the class which I propose to exempt in future, and such of them as have been bought by the Government for non-payment of taxes should at once be returned to their original owners. This will reduce the total number of assessments from 1,940 to 821, and will (as in (10.)) have the effect both of removing much friction and discontent, and also of materially reducing the costs of collection.

(12.) An acreage tax should be substituted as soon as possible for the present valuation for land tax. But in the meantime, until this can be done, the present method of valuation should be so adjusted as to get rid of its existing anomalies. It should be raised on the larger estates, which now pay less in proportion than the smaller ones. This would also go far to allay much of the existing discontent.

(13.) All persons now assessed for payment of the road tax, whose property qualification does not exceed 50*l.*, should be exempted, and all outstanding arrears should be remitted. This would relieve about 600 persons of the poorest class from the payment of 1*s.* 6*d.* twice a year, and remove much discontent, as it is under this class that the great bulk of them over 60 years of age are now compelled to pay, while it would save in cost of collection a sum nearly, if not quite, equal to the revenue which would be lost.

(14.) Contributions for road tax should be somewhat raised on the higher valuations.

(15.) Contributors to the road tax should be allowed freely to exercise the option which the law allows them of contributing either in labour or in money. If

they contribute in labour, eight days' work instead of 12 should, in the case of males, be regarded as the equivalent of a payment in money of 6*s*.

(16.) Greater leniency should be shown in exempting from statute labour persons who are infirm, women who are about to become mothers, and young persons. When the revenues of the island admit, women should be relieved of contributing to this tax, either in money or in labour. Certain minor suggestions have also been made to relieve hardships in connexion with this tax which have come under my notice, and if all my suggestions in this respect are adopted, I believe that much of the discontent now caused by it will cease to exist.

(17.) The rates for the higher classes of traders' licenses should be slightly raised.

(18.) The boat licenses on the Windward coast should be reduced from 5*d*. to 2*d*. a foot of length over all, and the minimum limit as regards them be abolished.

(19.) No free horse licenses should be issued, except for one horse kept by any minister of religion, and with the object of improving the breed of horses in the island a tax of 5*l*. a year should be imposed on all stallions.

(20.) Certain economies should be effected in the administration generally, and especially in the granting of poor relief. Such economies would be a set-off against the growing expenditure for education.

(21.) The general revenues of the island should be relieved of the cost of cleaning and lighting the town of Roseau and of repairing its streets, and a Town Board should be elected by the residents which should have power to levy rates on the town for these purposes.

(22.) A surveyor should be at once appointed to get rid of the present deadlock which exists in the island in all matters involving surveys of lands.

(23.) When the necessary arrangements for terminating the federal connexion are completed, the saving thereby effected should be applied to subsidise a steamer to ply round the coast, and as soon as the finances of the island will bear the cost, a further loan should be raised for completing certain bridges, and opening up the Layou Flats, and for making advances to small cultivators should the Assembly see their way to framing a suitable scheme for the purpose.

I further recommend for consideration whether the judicial and magisterial service of the whole of the British West Indian Islands might not, with great advantage, be treated as one service.

These recommendations will, I believe, if adopted, go far to allay the existing discontent and to further the material advancement of the island. The evidence I have taken, as well as the general incidence of taxation, shows that the interests of the poorer classes, who form the great bulk of the population, have not hitherto received the consideration they deserve,* and that they have to some extent, at least, been subordinated to the interests of the larger proprietors, the merchants, and traders. The main object of my recommendations, however, is to make Dominica a better place for the bulk of her people to live in, and not to enable a comparatively small number of persons to add to their profits at the expense of the comfort and prosperity of the majority of her inhabitants. My recommendations will secure that Dominica is governed in future more than hitherto in accordance with the views and requirements of her people; they will restore equilibrium in her finances; they will, out of a total population of 27,000, relieve 4,000 families, consisting of about 18,000 persons of the poorest class, of any payment for land tax, and 450 families, consisting of about 2,000 persons of the next poorest class, of one-half of the land tax they now pay; they will practically put an end to the sale of properties now going on for non-payment of land tax, and to the evictions of persons refusing to give up possession, as the bulk of such cases arise among the classes I propose to exempt; they will relieve the Government of the difficulty and cost of collecting 8,000 small sums every year (for the land tax is collected in half-yearly instalments) from persons scattered all over the island; and they will, besides, remove a large number of incidental grievances and hardships of which the people bitterly complain.

Federation of West Indies.

Although, for the reasons which I have stated, I think it is essential for the prosperity and well-being of Dominica, that she should be withdrawn from the Leeward Islands

* This was a constant complaint throughout the country, and the following evidence gives expression to the general feeling on the subject:—"The Electives have no power, and the Government when appealed to by them gives no answer. Our only trust now is the Queen."

Appendix B., p. 38.

Federation, and that her local affairs should no longer be directed from Antigua, I am quite alive to the benefit which would result from a Federation of all the West Indian Islands for those purposes which affect them as a whole, leaving local matters to be dealt with by the separate island Legislatures. The time, however, has not yet arrived in the West Indies for the establishment of such a Federation. The more the residents in these islands can be entrusted with their own local self-government, the sooner they will realise the directions in which it would be advantageous that certain powers which each separate island possesses should be delegated to a Central Assembly representing their conjoint interests, and exercising these powers for their common benefit. Then Federation will come as the spontaneous growth of these islands themselves, and will rest on a solid and lasting basis.

In the meantime, however, I believe that much advantage would accrue from an administrative union of all the British Antilles under one Governor-General. All communications to the Secretary of State from the various islands should go through him; and he should have certain administrative powers delegated to him by the Secretary of State to deal with matters beyond the competence of the individual administrators. The Governor-General also, subject, of course, to the Secretary of State, should control the personnel of the public service, including the judges and magistrates, and the distribution of the troops whose services might have to be called into requisition. Manifestly the island in which the Governor-General should reside is Barbados, for Barbados is the point of arrival and departure of the mail steamers to and from England, and the head-quarters of the troops stationed in the West Indies. He should hold the dual position of Governor of Barbados and Governor-General of the Antilles; a Lieutenant-Governor should be appointed for each separate island of the group, excepting those which, from proximity and community of interests, can with advantage be placed under the same Lieutenant-Governor.

The Governor-General should receive at least 5,000*l.* a year, the difference between that amount and the salary which the island of Barbados now pays to her Governor being provided by the Imperial Exchequer. The Imperial Exchequer should also provide the salary of a Colonial Secretary, of an Inspector-General of Education to inspect the schools in the different islands, and of an Auditor-General for the group. This would not cause any greater expense than now to the Imperial Exchequer, for the Governorships of the Leeward and Windward Islands should then be abolished. As this matter formed no part of my inquiry, I do not elaborate any plan, but simply would recommend for consideration whether, pending Federation, for which the islands are not yet sufficiently advanced, considerable administrative advantages might not be secured by the adoption of some such proposal as that I have ventured to make.

Difficulty of obtaining capital in West Indies.

In conclusion, there was one matter having a material bearing on the advancement of Dominica, which was brought under my notice by several witnesses, and I refer to it here as it does not appear to me to be one with which the Executive can directly deal. With the exception of the advances made by London merchants to planters who consign their produce to such merchants, very little outside capital is invested in the island; and the official records show that few estates, notwithstanding the depressed condition of the island, have mortgages registered upon them. This may arise to some extent from the fact that although the priority of the "consignee's lien" was abolished by the Leeward Islands Act, No. 2, of 1888, its baneful influence may still be felt, and that the planters may be so bound to the consignee, who sells their produce and supplies them with the stores and machinery they require, that they are unable to shake themselves free. By altering the law so as to abolish the "consignee's lien" the Government, it appears to me, have done all that a Government can do in this matter. What is now wanted is, that the investing public should know that a good field for investment exists in these islands; that the "consignee's lien" is a thing of the past, for I assume that the English Courts would be governed by the Colonial law; and that there is no longer any danger that a mortgage on an estate might be extinguished by the claim of the consignee to be first paid for any advances he might have made to the planter after the mortgage had been executed. The profits of tropical agriculture are so great, and the security that Dominica has to offer is so good, that I believe the true conditions of the island have only to become thoroughly known to secure the advance of as much capital as she requires.

Appendix B., p. 29.

Appendix B., p. 23, and Appendix E., No. 21.

I have called attention (p. xiii) to the adaptability of the soil of Dominica to the production of so many different articles, such as cocoa, coffee, limes, &c. in constant use and demand. When once an estate is planted with these trees, and they arrive at full bearing, all that is required is the expenditure of a moderate amount of labour for

keeping down the weeds and gathering in the crops: whereas in many descriptions of agriculture, in sugar for instance, a yearly planting is required, without which the estate becomes valueless. An estate planted with trees having a permanent yield, thus affords much better security than one in which the crop has to be annually planted; while this security is undoubtedly enhanced by the consideration that the failure in a number of different crops is never simultaneous, and that the fluctuations in the market prices of several separate products are not likely to affect all of them injuriously at the same time.

R. G. C. HAMILTON.

R. W. HAMILTON (*Secretary*).
London, March 10, 1894.

EXTRACT from a LETTER from Sir R. G. C. HAMILTON to the COLONIAL OFFICE, dated 15th August 1894, (referred to in foot-note to page xxiii).

In recommending the substitution of "an acreage tax according to the quality of the land" (p. xxiii) for the present land tax, I had in view the desirability of so arranging the incidence of the tax as to prevent its falling mainly on improvements, and thus acting as a check to industry and enterprise. It is only by extending the cultivation of cocoa, coffee, and limes, that the prosperity of the island can be advanced and assured, but the present tax acts as a direct discouragement to the extension of such cultivation, especially when it is borne in mind that a period of from four to ten years must elapse before these crops are in full bearing, and that, while the assessment of ground in provisions is from 1*l.* to 2*l.* per acre, that for cocoa, coffee, and limes, even when not in bearing, is 10*l.* per acre (App. E. No. 11, p. 151.) As I say (p. xxiii) "the change I recommend "could not be effected at once, as it would necessitate many surveys of properties of which no surveys now "exist," but this is a necessity in any circumstances. If Lord Ripon will refer to Mr. Le Hunte's memorandum (p. 151) he will see that, in the present scale of valuation fixed by the Valuation Commissioners, the nature of the land is now taken into consideration, so much per acre being charged for "barren" and so much for "impracticable." My proposal would carry the classification of the quality of the land further. It might be divided nto classes suitable for the cultivation (*a*) of cocoa, coffee or limes, (*b*) of canes, (*c*) of "provisions" and (*d*) all other land. I do not by any means pledge myself to this classification as being the best possible, but it will sufficiently indicate the sort of classification I propose.

The holdings having been classified according to the quality of the land, a rate per acre for each class should be fixed yielding about the same amount of annual revenue as that now raised by the land-tax, and the assessment made accordingly. Such an assessment is not free from difficulty. Dr. Nicholls states (App. C. No. 20, p. 78) the arguments for and against an acreage tax very fairly, though I do not agree with his conclusions. The chief objection, as he points out, is that the value of the land is necessarily affected by difficulties of communication and of carriage of produce to market. But this objection holds good as regards the present basis of assessment and the Valuation Commissioners should have a discretionary power to allow some reduction of the acreage tax in cases where the difficulties of communication are exceptionally great. The only really bulky product of the island is sugar, and the few estates which have to ship it on the East coast might have their acreage tax assessed at a somewhat reduced figure.

LIST OF APPENDICES.

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*C.—PAPERS HANDED IN BY WITNESSES	46–105
*D.—PETITIONS AND OTHER COMMUNICATIONS (Selections from)	106–130
E.—OFFICIAL RETURNS AND MEMORANDA	131–172

* *The written communications which I received from the people setting forth their grievances I have printed in these Appendices without amendment, either of construction or spelling; as I think the truthfulness of the picture they present is best secured by submitting them in the exact shape in which they were received by me.*—R. G. C. H.

APPENDIX A.

LIST OF WITNESSES.

Seven sittings were held in Roseau and seven in the country, for the purpose of taking evidence, at which the following witnesses were examined:—

At Roseau.

			Page
Wm. Davies	Proprietor	Representatives of elective members, Legislative Assembly.	4–11, 14, 25.
S. R. Pemberton	Barrister and proprietor.		4–11
A. R. Lockhart	Proprietor		4–11
D. O. Riviere	Merchant; elective member, Legislative Assembly		6
Hon. Wm. Stedman	Merchant; member of Executive Council		11–13, 44
Hon. L. A. Giraud	Merchant; member of Executive Council		13, 14
Dr. H. A. Nicholls	Medical Officer of Public Institutions; planter		14–17
J. Cox Fillan	Proprietor		17
Acton D. Lockhart	Proprietor; nominated member, Legislative Assembly, unofficial		17, 20
Wm. Crompton	Proprietor, and merchant		20, 21
Dr. W. R. Williams	District medical officer; planter		21, 22
E. S. Dawbiney	Retired merchant		22
I. St. Orde	Small planter		17–20
F. W. Rankin	Estate manager		23–25
H. A. Frampton	Estate manager and proprietor		25
J. Jones	Curator, Botanical Station		25, 26
W. J. H. Dupigny	Druggist; owns lime estate		26
Hy. Hamilton	Merchant; elective member, Legislative Assembly		26, 27
Jabez Bellot	Proprietor; elective member, Legislative Assembly		27
J. A. Madgwick	Conducts mercantile business		27
Hamilton Rolle	Merchant		27, 28

App. A.

At Roseau—continued.

		Page
C. Musgrave	Registrar	28, 29
Auguste Francis	Carib Chief	29
C. R. Lauder	Government officer, Roseau district	30
Fagan Pinard	Small proprietor	31
Benoit F. Joseph	Carpenter and small proprietor	31
H. D. Watt	Small proprietor	31
W. H. Porter	Treasurer	31, 32
Wm. Coull	Magistrate	32, 33
Wm. Skinner	Head Master, Grammar School	33
Mesmain Remy, Andrew John	Labourers	33
P. F. Simon	Master of Roseau Government School	33, 34
E. S. Fadelle	Civil engineer	34
Wilson Dupigny	Chemist and druggist	44
Alexander Sylvestre	Peasant proprietor	44

In the Country.

Portsmouth.

A. D. Riviere	Merchant	34
J. Hector	Schoolmaster	34
Dr. N. G. Cookman	Medical officer	35
E. J. Diggs	Representative of traders and labourers	35
J. G. Tavernier	Merchant	35
J. F. Casey	Small planter and dealer	35, 36
Albert Celestin	Small proprietor	36
James V. Wallis	Small proprietor	36, 37
Rosmer, Christopher	Labourer	37
Rev. J. Michel	Roman Catholic priest of Colihaut	37

Vieille Case.

H. A. Le Blanc	Peasant proprietor	37, 38
L. Royer	Proprietor; shopkeeper	38
Raymond Royer	Small proprietor	38
Paulin G. Joseph	Peasant proprietor	38
Ch. Bethelmy	Tenant of small lot	39
David Stevens	Schoolmaster	39

Wesley.

W. G. Marie	Proprietor	39
James R. Robin	Small proprietor	39
David Barnes Leslie	Peasant proprietor	39
Nath. Powell	Small proprietor	39
Timothy Hamley	Small proprietor	40
Isaac Bolan	Labourer	40
Colin Macintyre	Proprietor	40
Wm. Callendar	Proprietor	40

La Plaine.

Rev. J. Couturier	Roman Catholic priest, La Plaine	40–41
L. A. Maugere, Bernard Vigilant	Small proprietors	41

Geneva.

		Page
J. Baptiste Jolly	Small proprietor	41, 42
John Louis	Settler on Crown lands	42
Elie Alcendor	Small proprietor	42
Ben Sullivan	Fisherman	42
Stephen Herriot	Overseer	42
Nicholas Alcendor	Small proprietor	42
Theo. George	Proprietor	42
John Maurice	Labourer	42
Rev. J. M. Bourget	Roman Catholic priest, Geneva	42, 43

Souffrière.

Roc Toussaint	Small proprietor	43
H. S. Blanc	Tenant cultivator	43, 44
Theo. Etienne	Small proprietor	44

Layou.

A. D. Riviere	Proprietor	45
L. Bellot	Elective member, Legislative Assembly, for district; Planter	45
A. C. Shillingford	Estate manager	45
Philip Edward	Peasant proprietor	45

In addition to the 7 elective members, there were examined 6 merchants, 12 proprietors or managers of large estates, 7 Government officials (including 3 medical officers), 1 magistrate, 4 schoolmasters, and 3 priests, while the remaining 39 witnesses include a large number of peasant proprietors, as well as small shopkeepers, tenants on estates, and labourers, the majority being chosen by the people as representatives to express their views.

APPENDIX B.

ABSTRACT OF EVIDENCE.

Court House, Roseau, Monday, 27th November 1893.

Mr. W. M. Davies,
„ S. R. Pemberton,
„ A. R. Lockhart,
} Representatives of elective members, Legislative Assembly.

Appendix C., No. 1. Mr. Lockhart submitted a paper on the constitution of the island, with a suggestion for reforming the present Assembly.

Mr. Davies.—In illustration of the very unsatisfactory relations existing between the Government and the Legislative Assembly, and of the futility of the protests made by the Elective members, and of how the Government fails to meet the wishes of the people, hands in the following documents (which will be found in Appendix C., either printed *in extenso* or in abstract):—

Appendix C., No. 2. (*a.*) Memorial signed by elective members and others in 1873 against Federation with the Leeward Islands, and reply thereto.

Appendix C., No. 3. (*b.*) Protest of elective members in 1886 against certain Tax Bills, and the arbitrary method of passing them, with reply thereto.

Appendix C., No. 4. (*c.*) Motion made by elective members in House of Assembly in 1885, against the raising of further loans until the revenue and expenditure of the country are brought into equilibrium. The motion was lost.

Appendix C., No. 5. (*d.*) Petition to Her Majesty with protest of the elective members on the passing of the Medical Aid Act in 1880, on the same subject.

Appendix C., No. 6. (*e.*) Act No. 23 of 1880, and protest of elective members against the Act No. 9 of 1883 modifying its provisions, together with answer thereto.

Appendix C., No. 7. (*f.*) Protest of elective members in 1883 against the purchase of a yacht for the Governor.

Appendix C., No. 8. (*g.*) Resolution of the House of Assembly in 1883 against procuring supplies through the Crown Agents of the Colonies.

Appendix C., No. 9. (*h.*) Protest of elective members in 1890 against the resolution passed by the House of Assembly for raising an additional loan of 10,000*l.* for the construction of roads and bridges, to which no reply was received.

Appendix C., No. 10. (*i.*) Petition to Her Majesty in 1863 against the substitution of a single Chamber for two branches of the Legislature, and reply thereto.

On confederation the best offices were filled by members of ruling families. Complains that interest still weighs more than talent in appointments in the Civil Service.

Government tendency has been to encroach on powers of local body by transferring powers to Federal Council. Electives have protested against further transference of powers.

Usual replies received to protests to Secretary of State are in the sense that he approves of and agrees with the measures of the Governor.

Governor, with the assistance of official members of Legislative Assembly, controls the island expenditure. Elective members are frequently out-voted by casting vote of Governor.

Protests to Colonial Office were forwarded with reports not seen by them.

Not printed. Mr. Lockhart submitted Financial Report by Committee of House, in 1885, in which they drew attention to the shrinkage in the annual revenue of the Presidency, and made suggestions for retrenchment of expenditure in certain departments, amounting to 1,600*l.* per annum.

Mr. PEMBERTON put in a minute by the elective members in 1891, with reference to the increased taxation, which was placed on the Minutes of the House, but afterwards expunged. App. B. Appendix C., No. 11.

Mr. PEMBERTON.—All the measures of Lord Gormanston passed in 1886, including land tax and other taxes now in force, were passed in their first stage by the Governor's casting vote.

As regards federation, its disadvantages outweigh its advantages to Dominica Antigua gets all the benefit. Dominica should be altogether separate. Satisfactory federation is impossible for Dominica.

Dominica differs from other islands to Leeward, in its natural peculiarities, in sentiment, in language, and in religion.

Antigua and St. Kitts are considered first, and what suits them does not always suit Dominica.

The public service is inefficient, as the heads of departments reside at Antigua, and the Dominican officials have no executive power and must always refer to Antigua for instructions.

Judicial system is the only advantage of federation.

Present audit system affords no check on public accounts.

Nominated members of the House should be gentlemen of position in the island and not merely officials. Government can always fill up vacancies in nominated members and maintain their numbers in the Assembly.

On one occasion a certain Governor brought three officials from Antigua to pass a measure in the House, as three official nominees of Dominica refused to support the Government and were compelled to resign. Appendix C., Nos. 5, 12.

The Executive Council, which exists only in name, contained until lately one solitary independent gentlemen (Mr. Wm. Stedman); recently Mr. Giraud has been added. This body is supposed to advise the Governor on certain matters, yet a short time ago they had not been summoned to meet for 15 months. Appendix E., No. 23.

Elective members are not always unanimous on questions of finance.

Power of Governor to prorogue Assembly is sometimes exercised so as to intensify friction between "Electives" and Government.

Government has difficulty now in finding gentlemen of position to accept the post of nominated members in Legislative Assembly.

Mr. DAVIES.—From the change in the old constitution in 1865 down to the present time, the action of the Government in certain matters has always been met with protest from the Electives, which have been ignored.

Loans raised for one purpose have been used for another, and after the money is voted Electives have no control over it, and hear nothing more until they are told it is gone.

Thus the loan of 1880 for the embankment of the Roseau River has all been spent, and the work is not yet begun.

Bills were passed in Lord Gormanston's time in spite of the protests of the Electives, which gave rise to discontent on the part of the proprietors and landowners.

In Sir John Glover's time a yacht was purchased without the sanction of the Legislative Assembly, which was worth nothing, and 10 months after it was bought it was sold as old iron.

Besides protests from Elective members, handed in, petitions have been sent to Her Majesty without result.

Mr. A. R. LOCKHART.—Under present system of government exports are decreasing, and expenditure is increasing.

There is room for economy in expenditure. A committee of public accounts should be elected from the House to control it. Salaries and numbers should be reduced in the Treasury.

An adequate result should be obtained in return for expenditure on public works.

Ten per cent. ad valorem duties are excessive.

Valuation of property is unfair, and rate of land tax is excessive. Defaulters under land tax are very numerous.

Duties on spirits, tobacco, and ready-made clothing should be reduced.

Closest union of hearts is with French islands.

App. B.

Mr. Davies.—The federal quota should be cut down.

Land is a drug in the market in Dominica. There is more land than there are people to cultivate it.

Mr. Pemberton.—Law and protection expenditure might be reduced.

Appendix E., No. 18. Grievances experienced by people with regard to weights and measures are now being dealt with.

Federal officers should not be exempted from income tax.

Direct taxation should be lowered and customs duties raised in one or two directions; and there should be greater efficiency in their collection.

Duties on rum and tobacco should be lowered.

Export tax should be re-imposed.

A man with an estate giving a good return would not mind paying export tax on his produce, while peasant proprietors would pay it without feeling it, through the merchants to whom they sold their produce.

Mr. D. O. Riviere, Elective member. Merchant Roseau.

Duties on spirits and tobacco are too high, and put a premium on smuggling.

If present rate of land and house-tax were reduced Government would collect more money.

There is a good deal of smuggling in tobacco, which is 100 per cent. dearer in Dominica than tobacco of the same quality in the French islands.

Appendix C., No. 12. Mr. Davies (supplementary evidence).—Submits petition to Her Majesty respecting action of Governor in 1880 in appointing non-residents as nominee members of Legislative Assembly.

Indirect taxation is more costly to the country than direct taxation.

Is opposed to re-imposition of export tax.

Court House, Roseau, Wednesday, 29th November 1893.

Appendix C., No. 13. Mr. Davies handed in a petition from Dominica, Montserrat, and the Virgin Islands to Her Majesty on the occasion of Her Jubilee, praying for a fuller measure of representative government, and stated that the reply of Her Majesty was that she could not accede to the petition.

He referred to a resolution which had been carried in the House by the vote of the Nominees and the Governor in November 1880, that the sum of 1,000*l.* be raised by loan to cover the law expenses of the defendants in the action of Falconer v. Doyle.

Appendix C., No. 14. Mr. Pemberton handed in a Government resolution of the Federal Council of the Leeward Islands, carried by official votes and St. Kitt's members, against the votes of the Dominica representatives.

He stated that at the passing of Confederation the elected members had been sitting for five years, and Sir Benjamin Pine refused to allow them to appeal again to their constituencies, and that Federation had never been asked for by the people.

Appendix C., No. 15. He then handed in a resolution which was moved in the Legislative Assembly on 30th April 1885, urging the separation of Dominica from the Federal Government of the Leeward Islands.

This resolution was put and carried, but in committee was thrown out by the casting vote of the chairman.

Appendix C., No. 16. He also handed in a resolution passed in the Legislative Assembly in June 1885, with reference to Dominica being added to the Windward group.

Appendix C., No. 17 Also a resolution passed in the Legislative Assembly in August 1885 respecting the expenses of the Royal Commission appointed in December 1882 to inquire into the revenues, &c.

Appendix C., No. 18. He further put in an amendment, lost by the casting vote of the Governor, in September 1886, to a resolution for drawing the bonds of Federation in the Leeward group closer.

Mr. Davies.—Dominica is a backward island. Backwardness is not altogether due to political causes, but may be dated from change of constitution.

Failure in price of sugar is largely responsible for it. Many sugar estates have gone out of cultivation.

Production of limes and cocoa has risen as that of sugar declined.

But these products have not yet taken the place of the old sugar industry to any great extent.

Old sugar estates and some old coffee estates, have in some instances been converted into lime and cocoa estates.

Liberian coffee and nutmegs have recently been introduced on a small scale.

Dominica has the market for limes, but skill is wanted in preparation of cocoa.

The variety of cocoa grown is not always the best that might be grown, and does not fetch so high a price as that from Trinidad.

Benefit of good plants from the Botanical Station will not be felt for some seven years.

Decrease of labour on estates has reduced market for food products in island.

Some small cultivators plant limes, but not systematically.

Spices, nutmegs, and cloves, could be grown in the island. Some small cultivators merely plant provisions. Most of the peasant proprietors plant cocoa and limes where land allows of it.

Roseau and Portsmouth are the centres for buying produce, but in most villages there is someone who buys limes for concentration.

The lime products are brought chiefly by boat to Roseau. Porters can carry a four gallon tin on their heads.

Roads would be of value to a man who concentrated a large quantity of juice.

Coasting steamer would be of undoubted advantage. At first it would not pay.

Leeward side produces more lime juice and cocoa than Windward side.

American steamers will call on both sides for freight in sufficient quantities.

Harbour could be made at Marigot Bay.

People on Windward side are mostly vegetarians. If a man wants money he can only get it by working on estates or at State labour.

The horse tax and boat license are causes of discontent on Windward side.

Difficulty of obtaining employment has led to emigration to other colonies.

Emigration to mines in South America has been greater than it now is.

There are many Dominicans who have emigrated who are now so poor that they cannot return.

A number of people own small properties, but they are unable to obtain capital. Capital at a small interest should be brought to their doors.

Is in favour of establishment of Crédit Foncier system.

In the French islands the colony guarantees interest to the company, not the principal. The company has to see that the money advanced is applied to the soil. The country does not lose if a man defaults, as the company has to carry on the working of the estate till it can find another purchaser, so the estate does not go out of cultivation.

There are enough abandoned estates in Dominica to make such a system a success.

Cleared land has in some cases relapsed to the Crown.

Price of Crown land is 10*s.* an acre.

Land might be given free on conditions of clearing and cultivating, as on the Canadian homestead plan.

A company advancing money should have some control over the way the land is to be cultivated.

Crédit Foncier system would be better than such a plan worked by Government.

Inhabitants are not altogether unthrifty, but there are a large number not so thrifty.

There is a pride in proprietorship.

The people are very imitative.

People are often found who have not been out of their own districts.

Hurricanes are not frequent.

In the last 30 years there has been some improvement in the houses of the people, but not in their dress or feeding.

There is a widespread discontent in the island.

Taxation is great source of discontent.

App. B.

Federal tie is a great source of discontent, as it adds to taxation without reference to the local House; especially in the appointment of Federal officials with allowances.

The cutting adrift of Dominica from the Leeward Islands is a "sine qua non" to its prosperity.

The land tax was opposed by the Representative Members on its first introduction.

Irregularity of assessment is a cause of discontent. It has been made by persons who know nothing of the value of land.

Small proprietor is discontented because he considers the value of his holding too highly assessed for Government purposes, and not because another man is assessed at a different figure.

There are some large owners who do not pay their taxes on the market value of their estates.

Someone should override Valuating Board.

Land tax should be reduced.

Valuation by acreage would give fairest value. The man who allows his property to go out of cultivation is not taxed for it to the same extent as a man who cultivates it. A re-valuation should be made on the acreage principle with regard to the quality of land. When the export tax was abolished, the increase of the land tax from half to 2 per cent., caused discontent in the mind of the man who had nothing to export.

The road tax might be done away with.

The incidence of road tax does not cause discontent now.

Does not think incidence of road tax could be improved.

The object of the road tax was not to get labour, but money, for which reason a day's labour was fixed at 6*d.* instead of 1*s.*, the ordinary rate.

The system of road repairs is one of favouritism. There is only one Road Board for the island. Road labourers are not properly supervised. Everything depends on good selection of ganger by Government officer.

The road to a small man's holding is generally neglected, while a road leading to a big estate is kept in order.

In the case of cocoa-land peasant proprietor might pay 10 per cent. of his profits in taxation, cocoa being an inexpensive crop to grow.

Before there is any return on limes five years must elapse.

Both these cultivations are better for manure. Small proprietors do not use artificial manures.

Police are not very popular. They do not understand the patois, as they come chiefly from Antigua.

The boat tax is a minor cause of discontent. It might be abolished, as it only yields a small revenue.

The horse tax in country districts is unpopular, a horse being a necessity in country districts. The tax is not worth collecting.

Everything in the nature of discontent hinges on want of control of expenditure by the elective members.

The irregular mode of entrance to the Civil Service is regulated by patronage without system. Would propose competition. There should be a definite system of promotion. A Board might consider questions of promotion. The highest appointments should be open to all in the service.

The Crown Agents charge full price for the articles they send out, and allow no discount. There is no one to control their charges. He instanced an invoice for drugs which were priced much higher than ordinary article imported. Every legislature in the West Indies has complained of the monopoly of the Crown Agents. All the colonies would much prefer to have a Colonial Agent in London.

The expenditure of money in public works raised by loan is a grave cause of discontent.

Appendix C., No. 28.

Mr. A. R. Lockhart.—Agreed generally with Mr. Davies' evidence. Handed in a petition from certain of his constituents, which was the result of a spontaneous movement on their part. He did not entirely agree with the whole of it. There are other causes in addition to political ones which tend to make the island backward.

The abandonment of sugar estates has led to the withdrawal of capital from the soil, and to smaller employment of labour. Also a large quantity of capital was destroyed by the hurricane.

He suggested for cultivation Liberian coffee, sisal hemp, kola nut, nutmegs, cloves, Arabian coffee at certain elevations; mountain rice grows readily; indigo was once largely cultivated.

Is in favour of Crédit Foncier system.

In Martinique the Government bank advances money to planters for the cultivation of their estates. But the companies actually advance money for the purchase of land. Security is in half-yearly inspection.

In Trinidad the people's banks serve the same object well.

Dominica is a country of small proprietors.

Custom of inheritance is to divide up properties on death of the original proprietor.

Head porterage is expensive.

Is undoubtedly in favour of extension of roads.

The American steamers only serve large sugar producers.

Three-fourths of production of cocoa is derived from peasant proprietors, who would benefit by coasting steamer.

A harbour on the Windward side would be of advantage; Hodges Bay would be the best site.

Emigration is due (1) to pressure of taxation, (2) to difficulty of obtaining employment at the rate of wages now offered. (3) Taxes are higher in country than in towns. (4) Sons of small proprietors have difficulty in getting land, roads and capital being both wanted. (5) High wages in gold fields are an attraction. (6) All dealings in Crown lands have been stopped for want of a surveyor.

Has not the same objection as Mr. Davies to Crédit Foncier system being worked by Government.

The people are remarkable for their thrift.

Their savings generally take the direction of increased purchases.

The people desire to imitate those who have their respect and confidence.

Improvement in standard of living is more marked in case of peasant proprietors than among other classes.

A more varied diet would improve physique of people. More wheat should be consumed than is the case.

Discontent is widespread, arising chiefly from land and house tax.

The Federal tie is also a cause of discontent.

The ways of thinking, feeling, and religion in Dominica have nothing in common with other Leeward Islands.

The natural connexion is far more with the French islands.

People understand good French, though they do not speak it, and French priests are more acceptable to the people than Irish priests, whom they have sometimes had.

If the island is to be English anglicise it, if not, give it to France.

The island would be more contented under French rule, if not more prosperous.

Voted for passing of land tax on the understanding that the money would be spent on opening up means of communication in the island.

Inequalities in valuation exist, but they are not numerous. There are cases where large estates are undervalued. The rate is excessive. Appeals are sometimes made against over-valuation. Small people complain of the rate, and not of its incidence as between one property and another.

If the tax were reduced by half the Treasury would not suffer.

The money raised by the road tax is expended almost entirely on the first-class roads. Main roads should be kept in repair from general revenue. Second-class roads should be kept up by the tax raised in the district in which they are.

Bridges are necessary over the main rivers.

The district where labour on the roads is to be applied is settled by Government officer.

Valuation by acreage would be impossible in Dominica, as there is such a large extent of land in big estates impossible of cultivation.

Road tax falling on labourer is unfair as compared with that paid by owner of a large estate. Does not consider that the labourer looks on this as a grievance.

App. B.

It is scandalous that two days' labour should be charged for on the roads at the wage of a single day on estates.

Boat tax on the Windward side should be reduced by half.

Horse tax is a great grievance, horses being chiefly kept for manure.

Stock keeping might receive more attention.

Primary schools should be industrial.

There should be an agricultural school.

Land should be attached to each school in the country, on which the best methods of cultivation might be shown.

An average of 10 per cent. on the value of production would be a fair one for taxation.

In artificial manures there is often complaint of not obtaining the right one, or of its being adulterated.

A land bank could keep direction over this branch of agriculture.

A good deal of cocoa and limes has been planted of late years, of which the island has not yet reaped the benefit.

Popularity of police is a personal question. They should understand the patois.

None of the force are Dominicans, who will not enlist on account of the unpopularity of the present Inspector.

Mr. S. R. Pemberton.—Agreed generally with the evidence of Mr. Davies and Mr. Lockhart, and considered them better qualified than himself to speak on agricultural questions and the industries of the island.

Some of the most prominent industries of the island have disappeared. Rice and indigo were formerly staple products of the island.

Arrowroot is grown but finds no market.

There would always be a demand for cocoa, but in the case of limes there was a risk of over-production.

Great care would have to be taken that a man was honest if the Government advanced money on the Crédit Foncier system.

The sea is the natural highway of the island.

Only one estate sends lime juice by head to Roseau to be shipped.

Less might be spent on the roads. What is really wanted is a coasting steamer, which would be very useful. A harbour at Marigot Bay, or at Hodges Bay, as suggested, would not be in a good position.

Two or three jetties at various points to get beyond the surf would be useful. A buoy should be added near the jetties for steamers to moor at.

A harbour would be a waste of money.

The taxes are chiefly responsible for emigration. Many men go abroad and cannot get back.

Emigration largely accounts for the decrease in population.

Plenty of small properties are in the market for sale for default of taxes.

A man is not going to buy Crown land to pay land tax on it, in addition to having to clear it.

The people are generally thrifty.

The prosperity of the island has not improved. This dates from the removal of the troops, 1856–59.

The buildings for the troops on Morne Bruce have been allowed to go to ruin.

Routine duties of departments of Civil Service might be more judiciously performed.

The land and house tax is the chief cause of discontent. It is the first time that direct taxation has fallen on the people.

The valuation is unsatisfactory on individual estates. There should be a larger board of valuators and personal inspection of properties.

The small man only complains that his own tax is too high. He does not feel hardly used in comparison with the larger proprietor.

In Roseau inhabitants pay taxes that do not fall on the rural inhabitants.

If a man has property and resides at Roseau, he still has to pay road tax on his property.

He pays according to parishes, only once in each parish, even if he has several estates in that parish.

The Electives passed the land tax on the strength of the proposed improvements.

The failure of these works was a greater cause of discontent than the tax itself, as there was nothing to show for the money spent.

The old export tax should be reimposed.

Lime cultivation on an extended scale may send the price of lime juice down still further.

The Federal tie is a great cause of present troubles and discontent.

The Local Houses have refused to abolish themselves, an attempt is now being made that the Federal Council should encroach on and override their authority.

The Road Board has not sufficient control, not being consulted on the works to be carried out. It has no voice in the initiation of schemes.

Different Boards in the island are practically composed of the same men in different coats.

They are not sufficiently large. They should be composed of Executive Councillors.

There is not room for two houses if the Colony were severed from the Federation.

The House in such a case should be composed of two-thirds elective and one-third nominated members.

Resident officers should have thorough control over Government departments.

The executive should be strong.

The Government should have initiation of measures.

Mr. Davies.—British Honduras has only one chamber; considers this a suitable one for Dominica.

Mr. S. R. Pemberton.—Valuation by acreage would be difficult, owing to want of a proper survey and difficulties of finding out the actual amount under cultivation.

Estate owners might keep the roads about their estates in repair.

It is a hardship summoning road labourers from one end of a district to another.

The horse tax should be reduced.

The industrial and agricultural school plan would be an advantage.

Education shows signs of improvement. Many of the people now speak English.

Mr. A. R. Lockhart.—Wesley is the only place where English is spoken.

Roman Catholics enormously outnumber other religions.

Mr. S. R. Pemberton.—The people are law abiding and loyal to the English connexion taken all round.

Judicial matters are now much better managed than formerly.

Discontent largely arises from the way the money raised by the last loan was wasted. Had the money been properly spent people would not have grumbled.

The only bridge the engineer who was engaged put up, was washed away. His work was condemned by Sir A. Mackworth.

In short, discontent is due to fact that money raised was spent on works for which there is little or nothing to show.

Court House, Roseau, Friday, 1st December 1893.

The Hon. Wm. Stedman, Member of Executive Council, Merchant.

, Has been nearly 50 years in the island.

Was a member of Legislative Council when there were two chambers.

Was an elected member in 1852 or 1853, when 19 members were elected, and there were five to seven executive members of Council, ex-officio members of Legislative Assembly.

Franchise was higher then than now; 50 acres of land was qualification.

Island then had a Lieutenant-Governor.

At times there was friction between the two chambers. One chamber facilitated legislation.

Finances have not improved since Federation.

The same laws might have been passed in island as have been passed in the Federal Council.

The object of Federation was to assimilate the laws throughout the group.

App. B.

Federation has, on the whole, been a disadvantage. Expenditure has increased under it.

About 2,000*l.* a year was collected for roads before there was a differentiation in the rates.

Disadvantages are greater than advantages in federation.

Before Federation, officers lived in the island, and spent their salaries in the island, which are now spent in Antigua.

Dominica has now only subordinate officers. The island also suffered socially from the same cause.

For amending evidence on this point, cf. Appendix C., No. 40.

Present constitution of the Legislative Assembly is bad. Proportion should be five nominees to seven elective members; two additional might satisfy elective members.

This would be a satisfactory constitution if the island were separate as formerly.

Was made executive member of Council in 1862. Shortly after resigned his seat as Government wished to pass a Roads Bill limited to five years, which he disapproved. And on the Governor appointing three new members to swamp the votes of the existing Council, he and Dr. Imray resigned. Was re-appointed in 1882 by Sir J. Glover, since when he has remained a member.

Measures are very seldom submitted to the Executive Council before their introduction into the Assembly.

For 15 or 18 months there might never be a meeting of the Executive Council.

The functions of the Executive Council in recent years have been very little used.

There have been four or five meetings of the Council in the last half-year.

There were not enough members of Council in Dominica to form a quorum, unless Auditor and Attorney-General attended from Antigua.

Expenditure on public works did not come before the Council to his recollection.

There has been unnecessary waste on expenditure of loans, and also unauthorised expenditure.

A number of Canadians were imported to work on the roads, receiving large salaries and being found in provisions.

In fact, men were victualled in a far more expensive way than had they been employed by the Colony on salaries alone.

An expensive dam was made on the Windward coast in order to bring down logs. It cost several hundred pounds, and was utterly useless.

Most of the public works were desirable, but the cost of carrying them out was excessive.

Money was also spent, after the first loan for 20,000*l.* was raised by the Governor, on a jetty, pumping machinery for Portsmouth, and also a stone-crusher. A representative body of control in the island would not have been allowed this expenditure. The Governor should have come to the Legislature for a vote for these amounts.

The second loan of 10,000*l.* has been spent in the same way.

This wasteful expenditure would have been prevented had there been a proper body of control in the island.

Means of commnication in the island should be opened up.

Some of the main roads across the island, notably to Rosalie, are in a very bad condition.

The Colony has not benefited to the extent of one half of the loans that have been raised.

The island has progressed to a certain extent in recent years.

Neither the houses, clothing, nor food of the people have improved.

Trade has improved in direction of imports, being 25 per cent. more than 30 years ago.

Other exports have largely taken the place of sugar.

Is interested in production of limes, sugar, and cocoa.

Looks forward to increase in production of limes, cocoa, and coffee.

Taxation is out of proportion to value of exports, being about 40 per cent.

The tariff recently passed is inconvenient, the rates of duty are so varied in specific articles. The old tariff was far better, being 10 per cent. on all unspecified goods.

The difficulty of making out warrants is inconvenient both for the importer and the Treasury.

There is a large amount of illicit traffic.

If duties were properly collected, there would be a large addition to the revenue.
Tobacco smuggling is chiefly done by Frenchmen.
Outward smuggling to the French islands has largely decreased, if not ceased altogether.
In Gaudeloupe tobacco is a Government monopoly.
Rum and tobacco are the two principal articles which are smuggled.
Tobacco has not been successfully produced in Dominica.
Appraisement of properties for land tax is excessive in many instances.
This applies to both large and small properties.
The old export duty would be preferable to the land tax, although in this way a man might let his land go out of cultivation and not be taxed.
Was not originally against the removal of the export tax.
There should be proper inspection by qualified men of a property before its valuation.
Road tax is fair, but people will always grumble. The better class should pay more than the poor man.
The proportion now paid by rich and poor is not altogether unfair, as the rich man has to make his roads on his own estate.
Income tax is most objectionable, and should be abolished.
Has recommended in Executive Council that boat tax should be taken off on the Windward coast. There might be a moderate tax on boats which ply for hire.
Trade licenses are satisfactory, as also the horse tax.
18,000*l.* would be as much as the island could bear in expenditure annually.
Has hope for the future of the island, especially if the Legislature and the Government pull well together.
The recent change in the American tariff will be an advantage.
If reciprocity is done away with, the tariff should be taken in hand and thoroughly revised.
The labouring classes are indolent. Cocoa and limes require a very small amount of labour.
Small cultivators have not taken to lime growing much, though they have to cocoa.
Labour on sugar set a large amount of money circulating, the want of which is felt now that so many sugar estates are abandoned.
Very little sugar is brought to market by the smaller proprietors.
The larger estates did not always benefit by the abolition of the export tax, as the increase in the land tax often more than counterbalanced it.
Capital introduced into the island would be a great benefit.
Cannot say why people do not invest their capital in the island.
There has been very little capital introduced of late years.
1*s.* or 10*d.* a day is the usual rate of wages for a man. As much as 1*s.* 9*d.* can be earned. The ordinary wages of a woman are 7*d.* a day. They can earn as much as 11*s.* a week in extracting essential oils.
Emigration to Venezuela has been large.
Custom House causes great delay in transacting business. Treasury is underhanded. Present Treasurer does not facilitate business. Two hours sometimes elapse before a warrant is passed. More facilities should be given to the public to transact business.
A coasting steamer would develop trade and increase the value of properties, especially on Windward side.
Would attach more importance to a steamer than to roads.
Good bridle roads are sufficient for the needs of the island by land.

The Hon. L. A. Giraud.—Member of Executive Council, merchant, proprietor.

Has been five months member of Executive Council; was for 22 years, from 1869–1885, elected member, and afterwards a nominated member of the Assembly.
Sees no advantages in federation.
Considers the disadvantages to be—
1. Increased expenditure.
2. Waste of money.
3. That much money is collected in Dominica and spent in Antigua.

The Elective voice should preponderate in the Assembly.
Seven elective to five nominated members would be satisfactory.

App. B.

An adequate return has not been obtained for money expended on public works.

Thinks Mr. Stedman overestimates advantages received from public works under loan in saying that their value was nearly half the money expended, and would place it at not more than one-third.

There was extravagance in carrying out the works. The engineer was incompetent and wasteful.

The principal road in the island has hardly been touched.

One bridge was built, and carried away a few months afterwards.

Had there been control by Electives the money spent to open up the Layou flats would not have been expended, but would have been applied to road making.

The chief errors were the selection of wrong works, and extravagance in carrying them out.

Mr. Robins, Mr. Hinds, his assistant, Mr. Fadelle, Mr. Walsh, and Mr. Green, were all employed as engineers.

Mr. Fadelle's work was presumably the best.

Heavy packages cannot be brought by land from the Windward side. You would never be able to cart across the country.

A steamer would take advantage of fine weather to ship goods in a way a sailing veesel could not.

Is himself a trader and estate owner; has estates in sugar and limes. Seven years are needed to change the cultivation on an estate from sugar to limes.

Less labour is required on a lime estate than on a sugar estate, and the labour becomes less as the trees grow up.

The peasant proprietors are beginning, in a small way, to cultivate limes and cocoa.

The substitution of other cultivations for sugar is going on pretty extensively.

Is not opposed to income tax, as it is the only one the bulk of the officials pay.

The license duty for merchants, and the land tax on estates take the place of income tax in the case of traders and planters.

Well cultivated estates have gained by substitution of the land tax for the export tax. Small properties have lost, never having paid anything before.

The land tax falls heavily on the poorer proprietors.

The small proprietors who have recently turned their attention to the cultivation of limes and cocoa, from which as yet they are receiving no returns, feel it a great burden.

An export tax would be better than a land tax.

The land tax is often paid on land which is not cultivable.

Only those who have land which produces something can pay taxes.

So far there has been a good demand for limes and cocoa, and the prices obtained have been sufficient to give a fair return on the cost of cultivation.

The land tax should be reduced.

The man who makes 1*s.* can afford to pay something, the man who only makes 1*d.* cannot.

Not printed. Mr. Davies handed in for Mr. Pemberton, in support of his evidence of November 29th, a report by the Inspector of Schools of the Leeward Islands, on a system of technical and agricultural education, in which the importance of agricultural education was strongly insisted upon.

Dr. H. A. A. Nicholls, Medical Officer of Public Institutions, Planter.

Has been 20 years in the island.

Was associated with the late Dr. Imray in the practice of his profession.

Agriculture and botanical wealth of the island have formed his chief study.

Is correspondent for Kew Gardens.

Has directed his attention to the marketable products of Dominica.

Is much interested in the cultivation of cocoa and limes.

Dominica cocoa is lower in price than that of Trinidad; the chief reasons being:—

(1.) The bulk of that exported is derived from the calilbaçao, a common cocoa, which is rooted up from Trinidad estates;

(2.) A large amount is not properly prepared;

(3.) The cultivation is bad.

Larger proprietors are now endeavouring to make improvements in its cultivation, consequently Dominica cocoa has now various quotations.

This improvement is not making its way among peasant proprietors.

Methods of scientific agriculture should be taught to the rising generation.

There is a ruling rate for cocoa in Roseau.

The larger proprietor, who exports for himself, gets the benefit of improvement in preparation, &c.

Scientific agriculture should be taught in the higher grades of schools.

Small proprietors do not take care to obtain good plants when changing their cultivation.

Dominica lime cultivation is better in every way than that of Montserrat.

The method of preparation is equally good.

The price depends on the degree of concentration of the juice.

Liberian coffee is best for low lands. Arabian coffee is suited for altitudes of 2,000 feet and upwards.

The blight of about 1832 largely led to the discontinuance of coffee growing.

There is no way of extirpating the pest, which is still prevalent.

Tropical fruits in great variety might be grown, and oranges, bananas, &c., might be cultivated for the outside market.

Tea grows well in Dominica, and sufficient of it might be grown to supply the West Indies, and be exported as well.

Spices all grow well.

Indigo grows luxuriantly as a troublesome weed.

Mountain rice has been grown in the island.

There are various different climates for different cultivations to be found in the island.

The chief causes of backwardness are (1) the French patois, which is not a written language, and consequently there is no means of interchange of ideas between Englishmen and natives, and (2) that capitalists are disinclined to invest capital owing to the constant political turmoil; this is an undoubted fact.

The decline of prosperity dates from the sugar crisis. Since when the whole island has suffered from withdrawal of capital.

Many estates were then sold, and bought by men without sufficient capital to work them.

There are signs that other products will eventually take the place of sugar.

No improvement is noticeable in the housing, feeding, and clothing of the people.

Their diet is not a good one. It contains too much vegetable and not enough fresh animal food. There is an absence of nitrogenous matters, and consequent want of stamina. The natives could do entirely without flour.

Very little labour is needed to produce sufficient vegetable food for a family.

Better means of communication are essential.

A coasting steamer and the opening up of the Layou flats were the most important parts of the Governor's recent scheme. The money spent on carriage roads would better have been spent on a steamer.

Was a nominated member (1875 to 1877) of the Assembly till he became a public officer.

Has recently been unsuccessful in attempting to enter the House as an Elective member.

Political unrest has been fomented.

The masses of the people do not care what the constitution is. Here and there you get a few who direct their attention to politics, but the majority do not care.

The people had been accustomed for years to the road tax.

They felt the direct land tax.

The mass of the people did not pay direct taxes formerly.

Only a few people took an interest in the way the money raised by the land tax was spent.

The people do not care much for politics. The payment of taxes may lead them to pay more attention to the subject. In the last few years the matter has been talked about through the country more by politicians.

As to the existing political unrest, a certain section of people have been led to believe that all connected with the Government are their enemies. For instance, the police force has become unpopular through having been villified by newspapers in the same way as the Government had been on the imposing of the first land tax; a

App. B.

Appendix C., No. 19.

certain section of politicians warned the people not to pay it, saying there should be a passive opposition to the payment of all taxes. The "Dial" newspaper counselled people to this effect in a leading article.

These inflammatory writings and speeches had an undoubted effect on the people.

The present feeling of discontent is not an awakening to duties of citizenship, but is due to the political teaching of a certain section of the community.

The people were impressed with the fact that the land tax was a bad tax imposed on them by their enemies, and were counselled not to pay it on that account.

When the tax was quadrupled the export duty was taken off; the tax thus fell with increased heaviness on the peasant proprietor; he, however, did not know that the larger man was relieved at his expense.

The tax is most unfair with regard to the peasant proprietor.

The poverty of the people is another cause of political unrest. Were the people prosperous they would not listen so much to political demagogues.

Maize grown about the La Plaine district is hawked about town with great difficulty of finding a sale for it.

The inhabitants of the Windward coast have little or nothing to turn into money.

A coasting steamer would ameliorate this state of affairs, as also would an improvement of communication in other ways.

The poverty of the people is the main cause of discontent.

The working of abandoned and new estates would be a great benefit by circulating money.

People are grateful for work being given to them.

Has not sufficient confidence in the present members of Assembly to increase their numbers.

Is against the Crown colony system.

Appendix C., No. 19.

Would rather not give an opinion as to a remedy for the present state of affairs, which is bad.

The action of the Electives has been factious opposition to the Government.

The undesirability of increasing the number of the elective members is upheld by a large body of opinion.

Will not furnish the names of people who entertain this view. They would be marked men.

An attempt has been made to introduce boycotting.

The federation of Dominica with the Leeward Islands had done Dominica no good.

Dominica differs in regard to formation, language, religion, and industries, from the other Leeward Islands, consequently it has given the Confederation more trouble than the other islands, and Dominican business is frequently put on one side and allowed to wait till the crisis is past. Its peculiarities call for different laws and not for similar ones.

There has been, and still is, much friction in the working of the legislative machine.

The contribution to the payment of the Federal officers is considered unfair, the money's worth not being obtained, and the money being spent out of the island.

There is no adequate return for the Federal quota.

Had Dominica been federated to the Windward group there would have been less cause for complaint. The similarities being much greater between her and the Windward Islands.

Would prefer Dominica to stand alone.

There is no officer resident in the island who can act on an emergency.

A prisoner, for instance, once almost caused a mutiny in the jail. The justices decided this man should be flogged. But as the Governor's sanction was needed, a despatch had to follow the Governor about the islands, and the man was let out before an answer was received.

It is complained that answers to despatches are delayed often for long periods.

Government officials at times give cause for dissatisfaction unnecessarily.

Things would work better under a Lieutenant-Governor.

The Governor's sanction is needed for even the smallest matter; there is too much centralisation.

Want of promptness in dealing with matters gets the Government a bad name with the people.

He remarked that he would no doubt be put down as an enemy of the people for having expressed his views freely, but he was glad to say he had the courage of his opinions.

The Commissioner thereupon stated that he desired it to be distinctly understood that the object of the inquiry was to obtain full information concerning the affairs of the island, and as it was his desire to obtain the honest opinion of all those summoned to give evidence he should feel very sorry to think that any hostile feeling should be evinced in any way towards anyone in consequence of evidence given on oath before him. App. B.

Dr. Nicholls afterwards supplemented his evidence by a memorandum, dated 6th December 1893, and a subsequent one, dated 18th December 1893. Appendix C., Nos. 19 and 20.

Mr. James Cox Fillan, Planter.

Was formerly clerk to House of Assembly, and once a nominee member for 36 hours.

Has estates within a mile of Roseau.

Cultivates chiefly cocoa and limes, and employs a considerable amount of labour.

Sometimes has difficulty in getting labour. The quality of the labour on the whole is satisfactory.

Has given up sugar cultivation owing to the sugar crisis.

The upkeep of his estate now does not require so much labour as it did when a sugar estate.

Buys limes and minor products from small producers.

Small producers are growing more limes than formerly.

Ginger is grown to some extent and might be further developed.

Electives should predominate in the Assembly.

Federation has not done much good.

Would prefer to have the island officers residing in Dominica.

Decent bridle paths should be made before carriage roads are attempted.

A regular coasting steamer would decidedly help towards the development of the island.

Attributes discontent in the island to the people wanting to have a hand in the spending of the money raised by taxes.

The cultivation of Dominica is in a transition state.

The present existing state of affairs is not satisfactory.

The legislature is unsatisfactory.

The way business is done is unsatisfactory; instead of having heads of departments residing among them, they have only subordinates. The administration is expensive and inefficient.

The works recently carried out under loan are not commensurate with the sum raised, nor is there any guarantee that the money specially devoted to a service will be so expended.

Mr. Wm. Davies supplemented his evidence by handing in the draft of an Act of 1888 *for transferring certain powers to the Federal Assembly from the Island Legislature.* Appendix C., No 21.

He brought forward as additional causes of discontent to those given in his previous evidence—

(1) that the police acted in an illegal manner on the occasion of the recent disturbances at La Plaine, and that no inquiry had been instituted by the Government;

(2) that poor people unable to pay their land tax were ejected from their houses.

He begged the Commissioner personally to inspect the work done on the road from Roseau to Layou, where so many bridges and abutments had been carried away by the rivers; also the dam at Hodges, on which much money was spent without any return whatever.

Court House, Roseau, Monday, 4th December, 1893.

Mr. Acton Don Lockhart, Nominated Member of Assembly, Unofficial; Planter.

Nominated first in 1882, resigned the same year, subsequently nominated in August 1883, since which time has been a member continuously.

Considers that the advantages of Federation have predominated over the disadvantages. Some recent advantages may not be entirely due to Federation. Better public officers, however, are secured under it. The chief advantage undoubtedly is education.

App. B.

Mr. Lockhart here submitted a paper which he read.

Appendix C., No. 22.

Federation should be carried still further.

The local Assembly should deal with roads, waterworks, streets, and buildings.

Matters connected with exports and imports and real property should be made federal.

The tenure of land in Dominica is practically the same as in the other islands of the Federation, though there may be slight differences.

Is satisfied with the House of Assembly as at present constituted, with one reservation.

There are five official and two non-official members; these two non-official members should be made permanent. The elective side would then feel more confidence in the non-official members.

The present proportions are fair.

If the Electives were increased, there would be a standing opposition always in the majority. This might be the result, but would not be the inevitable result.

Public works under loan have not given an adequate return.

Mismanagement is the chief reason of this.

The Assembly and Road Board seem to have had as much control as was necessary, but apparently helped and abetted in expenditure.

Further control by the House would have saved in small matters.

Was not present on the occasion, but believes that bridges were voted for by House before the rivers had been surveyed.

There has been a considerable amount of advancement in recent years in Dominica.

The houses about the town of Roseau are improved. The town, its streets, lighting, and cleanliness have all improved.

Postage and Courts of Justice show improvement.

The food of the people in the country districts is better.

Lighting is better in the cottages, as also clothing and general comfort.

These advantages might have been obtained without Federation.

The churches about the island are better, wood has been replaced by stone in the building of them.

Discontent undoubtedly exists in the island, and dates from about four years back. It may be attributed to the increase in the land tax.

A fair price is not obtained by the small producers for their products from the dealers in Roseau.

Another cause for discontent is the suppression of smuggling and stopping of small stills, which were used for making rum for home consumption.

Prior to 1888 stills all paid a still license of 10*s*.

At this date it was increased and a rate per gallon substituted, which put a stop to illicit stilling by small stills.

All stills are now under lock, and cannot be opened except in the presence of a Government officer.

Is not satisfied with the system of collecting land tax.

The tax is unfairly assessed.

The peasant proprietor pays in much larger proportion than the big proprietor.

Is himself a member of the Valuation Commission.

The export duty was in the minds of the Commissioners when the valuation was made; hence when the export duty was removed, the small man did not benefit thereby to anything like the extent that the large producer did.

There should be no re-valuation.

The tax should be made per acre, except in Roseau, where it should be rental.

A fair amount per acre would be from 4*d*. to 6*d*. as an average over all.

There should be separate rates for barren land and land in culture. Does not see what other means could be employed than selling property to enforce payment of the tax.

Would not be in favour of the same method of enforcing payment as in the case of non-payment of road tax.

In case of default in payment of road tax, would be in favour of imprisonment of defaulter as a debtor.

For mere non-compliance of payment imprisonment with labour is unfair.

People pay fairly well and willingly, if properly managed. Reluctance to pay often arises from want of good management.

Inability to pay is, as a rule, the only cause for non-payment of road tax.

Compulsory labour for men on roads should be about four days in lieu of 3*s.*, and for a woman two days in lieu of 1*s.* 6*d.*

The continuous work for the week is hard on a man who during that week has no time to attend to his own affairs.

Government would not lose if such a reduction were made, for although a larger number would give their labour at four days, instead of six as now, they would do more efficient work.

The Road Board is responsible for the allotment of expenditure to districts.

The Government officer is in charge of the work in the district.

A Road Constable is a permanent official in receipt of 20*s.* a month, and 1*s.* 6*d.* a day additional, as driver.

This man, instead of acting as driver, employs others as drivers, and goes round as overseer with the Government officer.

It is a cause of discontent that people are taken long distances to work at times.

This depends on the Government officer.

Sixteen is too young an age to begin to work on the roads. The minimum age should be 20. Then discretion should be allowed to a magistrate to exempt for a period.

Exemptions are made in case of illness.

People who have not paid the tax at the end of February are turned out to give labour. Those who have not paid either way come before the magistrate.

A man who has been ill when called on is usually exempted.

A good deal of discontent arises from the fact that the second-class roads do not receive the attention they should. In many places not even a beast of burden can negotiate these second-class roads.

Means of communication should be extended by water.

Cart and carriage roads are impossible. Grand Baie and Roseau, for instance, which are 8 miles distant, cannot be so connected.

A coasting steamer would be the only means of developing the resources of the island.

A suitable road round the island for the conveyance of produce is almost an impossibility. People will not go into the interior to develop forest land till the coast is properly settled and worked.

There are tracts of land on the Windward coast with a soil that could not be made to produce crops with the present methods of agriculture in the island.

There is some land suitable for stock raising.

The largest number of peasant proprietors live round Grand Baie.

They produce some sugar, and sell it to the local dealer in Roseau, who sometimes exports on commission.

There is a good deal of substitution of cocoa and limes for sugar going on.

There is a prejudice against putting old cane lands under new cultivations.

The fall in the price of lime juice will be heavily felt next year.

The peasant does not extract juice from his limes himself, but sells them to big men as fruit.

The cost of transit to Roseau cuts into profits received by these peasants.

This will help to check further growing of limes.

The least price that will pay production of limes is 9*l.* a hogshead; present price is 10*l.* to 12*l.*

The fall in the price is due to increase in production.

The raw product has fallen in value, while citric acid has not.

Cocoa may also be affected by over-production.

The price of Dominica cocoa has risen markedly since 1889.

Africa is competing now in the cocoa market.

In coffee cultivation leaf-blight is prevalent on the Windward coast. The production is not increasing in his district.

In two years a small return is got on coffee, and in three years a fair return.

People are unthrifty, and have very little ambition to get beyond a certain point. A good deal of the poverty is attributable to their unthriftiness.

Labourers are better off than peasant proprietors.

When a labourer becomes a peasant proprietor, he ceases developing.

A thrifty man is looked on not as having benefited by his own efforts. The state of jealousy against him is dreadful. He is thought to be in league with the unknown, and people will put every obstacle in his way.

App. B.

The spread of education will tend to destroy this and other superstitious beliefs.

Mesmerists, and quack doctors working "obeah," frequently come to the island, and have a considerable hold on the people. Such a case occurred in his own district recently, when proceedings were taken.

Superstitious practices are illegal.

Such cases are difficult of proof. There was one recently in Roseau.

The people are law-abiding and religious.

In St. Andrew's and St. Joseph's the people are chiefly Wesleyans, and these are the most enlightened parishes.

The priests have not as much influence now as formerly.

The franchise is low enough. Many now on the register under the head of property qualification are not really entitled to vote.

Education was made compulsory in 1890. This might have happened without Federation, but Federation brought pressure to bear on it.

The magistracy and administration of justice are greatly improved since Federation. The judicial arrangements are entirely federal. The Superior Court is a great boon.

Is dissatisfied with the way the police perform the duties; they are more efficient than before federation, but are still very inefficient.

They are very slack in detecting crime.

Their want of knowledge of the patois does not affect this. They have no difficulty in making themselves understood.

The medical service is a decided cause of discontent. The district medical officers do not perform their duties efficiently; their districts are too extensive; for instance, such a district as that extending from Soufriere to Rosalie, seven hours' ride, is too large for one man. Their visits are not at fixed periods; short notice is often given of their intention to come, and then in bad weather they do not always come. They often do not understand the language. The money paid now to medical officers is almost a complete waste.

Proposes, as a remedy, to have a larger number of medical officers fixed in given centres; for instance, within two miles of a parish church as a centre.

700*l.* a year more than at present would be needed to get such an efficient service as described.

Otherwise would abandon the plan of district medical officers and increase the out-patient department at the hospital, making it a dispensary and infirmary, with one or two officers attached to attend cases in different parts of the island.

The decrease in population is largely attributable to mortality arising from insufficient medical relief, especially among children.

Has himself had to set limbs and doctor people.

Boat tax is hardly a general grievance, but if the tax could be reduced by half, it would give satisfaction.

It has been in existence a long time.

Mr. Wm. Crompton, Planter and Merchant.

Is a native of the island.

Has never taken part in political life.

A great deal of friction exists in present state of political affairs.

Would prefer that the elected element should not have a majority of the House of Assembly.

Think present proportions sufficient.

There should be more unofficial nominated members in the Assembly, with greater freedom of action.

There certainly has not been a fair return for the money expended in public works of recent years. There is nothing to show for the money raised, with the exception of one or two bridges.

Means of communication should be opened up in the island.

Coasting steamer is most important, but the main roads should be kept in order without incurring extra expense.

His estate was originally in coffee.

Has revived its cultivation and introduced limes.

Believes largely in the future of coffee, owing to its failure in Ceylon and the disturbances in Brazil.

Grows both Arabian and Liberian coffee. Arabian attracts the leaf disease more than Liberian.

Has recently got 95*s.* per cwt. for Liberian.

Coffee might have a great future in the island.

There is a large deficiency in the coffee crop this year.

Overabundance may bring down prices.

The want of new blood and capital is a cause of the backwardness of the island.

A new comer finds it difficult to obtain property; it is often so tied up.

Many own properties and will neither sell nor cultivate them. Such estates pay taxation on a low valuation.

Things are in *statu quo* commercially.

A good cocoa crop makes a great difference.

Dominica cocoa is advancing in price but fluctuates.

Has no difficulty in getting labour, but if men do not wish to work you cannot make them for love or money; other estates find some difficulty.

On the whole there is improvement amongst the poorer classes near Roseau, and in some country parts in housing, &c.

Land tax originally was a good tax. The raising of the tax 400 per cent. was a great mistake and cause of discontent; when the export tax was taken off the exporter and large estate owner gained, but not the peasant proprietor.

The small proprietor did not get any larger price for his produce on reduction of export duty.

People grumbled that money raised for the road tax in a particular district was not spent in that district.

As a whole the people are not thrifty.

Colony suffers by a Governor being removed, and so there is a want of continuity in the line of action which he may take.

When serious policy is inaugurated by a Governor he should remain in order to answer for the works he has undertaken.

A further expenditure is necessary in order to carry out the present Governor's policy. It would be a disadvantage if it were not carried to a conclusion.

The Commissioner has no power to decide on questions arising in the island. For instance, quarantine orders have to come from Antigua.

Delay and trouble is caused by such reference.

Dr. W. R. Williams, District Medical Officer, Planter.

Has been 12 years in the island.

Has been a nominated member of the Assembly.

Thinks that to get success with Federation it should be very much closer; there should be only one treasury.

Would not like to say they would not be better off if Dominica stood alone, and affairs on the spot were attended to on the spot.

The form of Assembly is most unsatisfactory.

Electives know they can be out-voted. Nominees know that Electives will always discount the value of their votes because they are Government nominees.

Would not like to see the number of Electives increased.

It is difficult to find suitable men.

Governor should nominate independent men for the session, and not men removeable at pleasure.

Has seen very little improvement in the island itself.

Within the last few years some abandoned estates have been reworked.

People are discontented because they think they are overtaxed.

Everyone is poor and finds it hard to meet the taxation.

Discontent proceeds from the fact that too much has been attempted in the way of public works and too little done, especially on Windward coast, which is sparsely populated.

There are more doctors than the country can afford now, though adequate medical attendance on the people would require that there should be 15.

Cultivates lime and cocoa and some coffee.

Looks forward to future prosperity with increased production.

Capital originally introduced for sugar was withdrawn on the failure of sugar in Dominica.

Hopes that now attention is paid to other products, the place will become more prosperous again.

Thinks a coasting steamer would be very important in developing the country, but other means of communication should be opened up.

There is no adequate return for money recently expended in public works.

Poor law expenditure is excessive; poor house, hospital, and medical officers cost last year 3,856*l.*

This expenditure was chiefly incurred on the poor house.

An admission certificate is written by a doctor or priest, not knowing if the individual to be admitted has friends or relations.

There should be a most careful inquiry before the admission of a man as a pauper.

There are instances of people with children able to support them, and property, admitted.

There should be a releiving officer to inquire into every case.

People admitted should be made to do some work, there is no work test in the workhouse.

There are 100 to 150 inmates.

Mr. E. S. Dawbiney, retired Merchant.

Was once elected member of Assembly, and afterwards nominee of the Crown.

Was member of House at time of the passing of the single chamber measure in 1863, which was considered good after it came into operation.

Was not a member at the time of Federation.

There has been no advantage in Federation as far as government is concerned.

The old form of government was far the best, when the island was under a Lieutenant-Governor.

Federation has conferred no benefit on Dominica.

The old form of government with a majority of Electives would be far preferable to the present form.

If nominated members were allowed to vote freely, things would not be so bad as they are.

The island is in a very bad way financially.

There is little prosperity among the people, although there may be individual cases of wealth.

Some money has come in from Venezuela.

Discontent is owing to the heavy land taxation, and also to the road tax, and to the fact that if the people do not pay this tax they are taken away to make roads for other parts out of their own districts.

The money recently raised has been squandered.

Was in favour of Governor's plan as originally introduced.

Capital is not invested in the island from the difficulty of getting produce shipped.

Where estates are reworked it is due to American vessels calling.

Shipping is difficult and dangerous on the Windward coast.

A coasting steamer might pick up produce as the American steamers do now.

The land tax falls very heavily on the poorer classes.

The import duties give trouble and annoyance.

Mr. I. St. Orde, small Planter, formerly Shopkeeper.

Has three or four small properties, with an overlooker on each, in St. Mark's, St. Luke's, and St. George's parishes.

Grows principally coffee, cocoa, and provisions.

Employs some labour.

There is not an improving market for produce.

Has been engaged in cocoa and coffee production for 25 years.

There is a general discontent, arising from over-taxation, the people are too poor to meet it; they have no capital.

Discontent is increasing.

This year's coffee crop is bad, owing to wet weather and high winds.

There is a want of money to employ labour.

A man investing capital properly in Dominica would be sure of a good return.

In coffee a capital of 200*l.* would get a return of 40*l.* a year, with attention, after five years; the crop should go on doubling up to five years.

The road tax falls very heavily on the people.

Has seen a man over 80 years of age taken to gaol as a defaulter.

Exemption is not always claimed when it might be, and when claimed not always granted.

People complain that labour on the roads is rated at too low a price.

They complain also of not being called out to work on their own roads.

Land tax is hard on people because they have not the money to pay it.

Government bought in one of his properties for non-payment of tax.

Does not remember if he received an intimation of the sale.

Has a property of 140 acres in St. George's which does not produce anything; it fell out of cultivation for want of roads, but he still has to pay taxes on it.

There are many other small properties in similar case.

A shed was promised to cover people in the market; this has not been built.

The land tax is too heavy; if the tax is not paid the added charges are too high, preventing payment altogether.

Almost every month a tax of some kind is paid. Separate demands are made for each, every half year. Formerly the taxes were paid yearly.

Crown lands could be put to good use by allotting to young men 5, 10, or 15 acres to cultivate at a small rate, say first two years for nothing.

People would take such an offer on the chance of eventually becoming owners.

This would be a means of revenue.

Not far from the town there are 300 acres lying waste.

Compulsory education is doing good, but parents are often so poor that they are taken before a magistrate because they cannot pay the fee.

The mother wishes to see her children educated, but has to take the child away often for want of a fee.

The master should keep the boy at school once he is there.

More boys should be sent to Skerret's School.

There should be an island police. The present police do not understand patois, which causes great difficulty in case of Government officer's search, delivering letters, serving notices, &c.

But no Dominican would serve under the present inspector.

The present inspector's salary is too high, the work could be done by a sergeant at 80*l.* a year.

The people are very law abiding.

Taxation on tobacco is too heavy, which thus encourages smuggling from the French islands.

The revenue officers cannot catch the Frenchmen who bring the tobacco over.

Is in favour of re-imposition of export tax, which did not press on the poor producer.

Indirect taxation would suit Dominica best.

The present constitution of the country is bad, as the Electives are always swamped by the Government vote. Electives should have a majority of votes and control of expenditure. Had they had it the last 30,000*l.* would not have been wasted.

Small proprietors do take some interest in politics.

Another 10 or 20 years of education will show a great improvement in this respect.

Court House, Roseau, Wednesday, 6th December 1893.

Mr. F. W. Rankin, Managing Directer, Dominica Plantations Company.

Came to island in 1888, left in 1890, and returned in 1892.

Is chiefly interested in limes and cocoa, intends to plant coffee shortly.

Has avoided politics.

Would not care to give any opinion at all on the constitution of the Assembly.

Has seen no improvement in the housing of the people.

Has only a few houses on the estate for labourers.

The best men are allowed a patch of land.

Most of his labourers came from Roseau.

App. B.

During the lime crop more people are employed as gatherers, chiefly women.

As a rule employs about 100 hands. Ten per cent. of the labour is fairly good.

Men will not work without drivers over them.

Always endeavours to get work done by the piece where practicable.

The people prefer piece-work.

Women do not seem to care to make more than 3*s.* 4*d.* to 4*s.* a week. They like piece-work because they can finish their tasks by mid-day. The working hours are from 7 o'clock to 12 and 1 to 5.

Appendix C., No. 23.

He referred to certain statistics he had prepared showing a serious falling off in exports, which he handed in, together with instances of valuation for land tax, &c.

The loss in exports is largely due to the falling off in sugar, decrease of population, and abandonment of estates.

Imports have been gradually increasing since 1887.

More food stuffs have been imported.

The values of the exports are fictitious and would fall below their actual value, especially in the exports to Great Britain.

In exports to the United States the values are much more correct owing to the consular declaration needed.

The present system of raising revenue presses hardly on everyone engaged in planting.

The land tax is exceedingly objectionable to small proprietors all over the island.

The direct taxation is too heavy.

Is in favour of indirect taxation.

An export tax would suit the requirements of the people far better than the land and house tax.

Does not, as a rule, buy cocoa and limes from small producers, as he thinks it encourages their propensity to thieving.

Thinks the planter was in a better position under the old régime.

The land tax is unevenly administered.

Direct taxation is objectionable where people are ignorant and illiterate.

The land tax is consequently difficult and costly of collection.

There are many small unworked estates on which the tax has to be paid.

People do not realise they should cultivate their land. A valuation of these small estates or making them pay an acreage tax is almost impossible.

A re-adjustment of the import duties might give as much as the land tax without an export duty being added.

Indirect taxation is certainly best suited to the community.

Merchants in Roseau who buy from small planters and export in large quantities are exempted from payment of this land tax, the trade license not being in proportion to their profits. It would thus not be unfair to subject them to the payment of an export duty.

Is certainly unsatisfied with valuation for land tax as fixed now.

Valuations should be made by experienced planters and not by officials, often young clerks quite ignorant of planting.

Does not think an acreage assessment possible. So much of the large estates is uncultivable.

A survey with this object would be difficult and expensive.

Small proprietors also crowd their trees far too closely together, so that the yield is not what it should be per acre.

The valuation law of 1886 is most unsatisfactory, and would need revision if the tax were continued.

No basis is laid down for valuation.

The Commissioners are required merely to assess the value "*according to the best of their judgment.*"

Appeal is made by requesting re-valuation by the Commissioners, but the gentlemen who would probably be sent round by the Commissioners would not be capable of judging of values.

The incidence of the land tax is great cause of discontent.

In default of payment large numbers of houses and lots have been put up for sale. This has driven people out of the country.

They do not understand they can redeem their land, and so abandon it. If they do redeem, the extra charges are often more than the amount of the tax.

People are afraid of being assessed higher on re-valuations, if they plant, and so are unwilling to extend their cultivation or improve their properties.

For some time there has been no licensed Crown surveyor in the island, and many estates are waiting to take out certificates of title.

A certificate without a map is waste paper, and this map it is impossible to procure.

This militates against the introduction of capital into the island.

Does not attach much importance to the cry of "Dominica for the Dominicans."

Labourers are very willing if kindly treated.

Mr. Wm. Davies, re-examined.

Is satisfied with existing franchise, which is lower than in other islands.

A man has to apply to be put on the register.

No difficulties are put in the way of a man desiring to purchase property.

So far as industries are concerned the cry of "Dominica for the Dominicans" does not exist, but as far as it relates to the Civil Service it certainly does.

The matter of survey is easy of remedy by making an appointment of a surveyor.

Mr. H. A. Frampton, Estate Manager and Owner.

Thinks the land tax should not be abolished altogether.

Has not himself fault to find with the land tax.

Does not take much interest in politics.

Nominees seem to act as dummies in the Assembly.

They should be independent men, who could speak and vote without fear of losing their place at the wish of the Government.

There is a lot of discontent arising from the unequal incidence of the land tax

If indirect taxation were increased, the people's food would suffer.

At a distance from Roseau there is some difficulty in obtaining labour.

Is engaged in cocoa and lime growing.

"Settlers' cocoa" seems to be improving.

A good many people trade in limes.

If men buy limes, it is a great advantage to the small people.

The fact that Roseau does not pay road tax induces people to live in the town itself.

Land tax is good, as it will prevent people holding in order to sell and leaving the land uncultivated, as they are now doing.

Finds great fault with the valuation, which is always raised on improvements.

Mr. J. Jones, Curator, Botanical Station.

Rears plants for sale at a small cost. Mainly cocoa, coffee of two sorts, Liberian and Arabian, kola nuts, vanilla, spices, limes, oranges.

The demand has chiefly been for coffee plants this year, last year it was for limes.

Cocoa is obtained from Montserrat.

The charges made simply cover the cost of seed, the rest is found by the Botanical Station.

The larger cultivators take the majority of the plants.

Cannot say if all small cultivators know of the advantages of the station.

Will sell as little as one plant.

Has not been able to supply the demand, which is increasing, as the funds at his disposal are not sufficient.

Has plenty of space in which to extend his operations.

Montserrat cocoa obtains a higher price than Trinidad cocoa.

Small cultivators chiefly take limes.

Cocoa plants are 2*s*. 6*d*. per 100 in bamboo pots.

Price for cocca is 6*d*. per pod, the price given in Montserrat.

Cocoa is delicate in the young state.

Has sent out about 2,000 orange plants this year of the indigenous plant, but hopes to get a better plant.

Does not use manure.

Good natural manure is far better than artificial.

Has to send weekly and monthly reports to Mr. Barber at Antigua.

Any demand over 1*l*. has to go to Antigua to be signed by the Governor.

Has six men and six women working in the gardens, and two men in the nursery.

The previous curator sent out 9,000 plants in 1891.
This year the station has already sent out over 20,000.
Has never had complaints as to plants sent out; as a rule the plants have done well.
There is now a great demand for Liberian coffee.

Mr. W. J. H. Dupigny, Druggist and Owner of a small Lime Estate.

Does not use native drugs.

Thinks land tax is fair in principle, but thinks in many cases the smaller properties have been over-valued; on the other hand, large properties have been much under-valued.

Thinks 2 per cent. too large an amount to be levied all round.

Poor man's property is doubly weighted, as he is assessed higher in proportion to the wealthier man.

Trade has somewhat improved in the last few years.

Emigration is not due to bad laws; it commenced in the sixties, when the country was better off than it is now. It is owing to men going to the mines.

Federation has been a disadvantage, as under it salaried officials live away from the island and the accounts are not properly checked.

The circuit of judges, however, has been a great advantage under Federation.

The metayer system of cultivation, often in use, has led in some cases to people being turned out without compensation.

Great difficulties arise when in such a case ownership changes hands.

It is in use in Grenada and Trinidad, and if properly regulated would tend largely to increase the production of the country.

A tenant either gets half, or is paid so much a tree.

The written agreement is a recent introduction.

That many have been turned out without compensation is a cause of discontent, and has acted as a deterrent to increased production.

There has been a growth in the island expenditure to meet the many improvements of late years.

The money recently raised by loans has been squandered without an adequate return.

The number of the Electives in the Assembly should not be increased.

The voters' list contains a lot of plural votes, and many illiterates.

The voters' list, with only 550 on it at a low franchise, shows the poverty of the country.

It would be unjust and unfair to extend the franchise.

There should be three independent Nominees appointed unconditionally by the Governor-in-Council to hold their seats for a session.

At present the Nominees are not able to vote as they like.

Mr. Hy. Hamilton, Elected Member of Assembly, Merchant.

Purchases from small producers.

Has been buying cocoa and coffee principally.

There is a slight improvement in "settlers' cocoa."

Coffee is brought in for sale insufficiently cured, so as to weigh heavier. Quality of it is good; it is chiefly Arabian.

Cocoa shows better quality this season.

English market governs prices given.

There is discrimination in local prices, according to quality. Small proprietor's cocoa is generally of low quality, but shows improvement.

All purchases are on a cash basis.

There are three or four other purchasers from the small producer in Roseau.

Portsmouth is also a centre for purchase of small produce. The produce comes from all over the island, principally water carried, almost exclusively so from the Windward side.

A woman can carry 50 lbs. of coffee on her head, value about 1*l.*

In St. David's discontent arises from no inquiry having been held into the recent loss of life at La Plaine.

The police were said to have fired on that occasion without orders, but there has been no judicial trial of anyone.

There are no difficulties put in way of capitalists intending to settle in the island, but very few come.

Mr. Jabez Bellot, Elective Member of Assembly, Planter.

Produces cocoa, limes, and sugar.

Has no difficulty in obtaining labour; the quality of it is good.

Found the metayer system in vogue, but has introduced written agreements making the people plant according to directions and allowing them the use of the ground for a certain time.

Has about 14 metayer tenants. Finds the practice an easy one.

Does not know if the practice is of long standing.

When cocoa is taken over by the owner, the tenant under agreement receives the remuneration agreed on beforehand.

It is the cheapest way of cultivation, because the quickest. The people work up the land quickly to get their returns.

At the end of one term a new contract is opened with them for cultivating another piece of land. They live on the estate.

Does not purchase limes.

Peasant proprietors are improving in the way they cure their cocoa.

Coffee has not been taken up largely since the blight and hurricane of 1834, which destroyed the trees.

Coffee grown in Dominica in the old days was of a high quality.

People seem to groan under the taxes, especially the land tax, which presses directly on them.

A peasant finds more difficulty in paying on the land than in paying the road tax.

When children cannot produce their weekly school fee they are sent back, which works against education.

Education should be entirely free.

Mr. John Madgwick, conducts Mercantile Business.

Has been four years in the island.

Prosperity has not increased in the island of late years.

Judging by sales, commercial affairs are not improving.

Sells every description of goods.

Poor people bargain over their purchases.

Objects to giving credit.

Electives should outnumber Nominees in Legislative Assembly, in order to secure a better control over public expenditure, as, for instance, over the recent loan, which was wasted.

The island cannot bear further expenditure.

A coasting steamer would be far better than expenditure on roads, it would benefit the poorer proprietors.

The land tax and road tax form the chief subjects of complaint.

Indirect taxation would be far better.

Would re-impose the export tax.

Does not see his way to any re-arrangement of tariff, which would increase revenue.

Would prefer the old tariff to the present one.

Indirect taxation is not so much noticed as direct taxation.

Treasury is undermanned and causes delay on this account, not from inefficiency.

Delay of half a day often occurs, which causes loss to merchant, who may lose sales thereby.

Mr. Hamilton Rolle, Merchant.

Purchases to a large extent from small producers.

Buys cocoa, coffee, sugar, and limes on small scale to pickle and export to United States.

App. B.

Cocoa has not much improved in quality.
In preparing cocoa its quality largely depends on the weather during drying.
Prices of cocoa depend largely on the stage of drying at which it is sold.
There is discrimination in prices offered by the merchants in Roseau for produce.
In 1878 the high price was a large incentive to increased production.
Purchasers are entirely guided by the English market.
A difference of 10*s.* per cwt. in England only allows a difference of 5*s.* in Dominica.
Attributes discontent directly to land tax.
Would prefer the export tax to be re-imposed.
When the export duty was abolished competition secured the benefit to the small producer.
Small producers are getting more for their produce than if they shipped it themselves, because the trader deals in larger quantities.
Has lost by dealing in oranges, exporting to New York, chiefly owing to irregularity of steamers calling.
Regularity of steam communication would develope the fruit trade very largely.
Sea is the natural high road of Dominica.
A coasting steamer would be very valuable.
Present bridle roads, if kept in repair, would be sufficient for the needs of the island for the bringing of goods down to the sea.
Main quantity of produce purchased comes in sloops to Roseau.
These sloops belong to natives who are not traders.
Payment now is made in cash for produce. But credit is often given to people in shape of cash advances to meet payment of taxes, and, as a rule, they are fairly honest.
Where goods have been advanced to a man, he brings his produce in payment.
Does not himself charge interest on cash advances.
Very few wish to deposit money with him.
Will give out 150*l.* to 200*l.* in silver in one day, which does not go back to the bank.
The actual bullion to a great extent is taken out to buy goods in Antigua and elsewhere.
Hoarding is not general.
Bank will not give notes for silver.
The island should be better looked after by the authorities.
The people have been labouring under great disadvantages and deserve great credit for the way they have recovered since the hurricane of 1883 and sugar crisis of 1884. This recovery is owing chiefly to the extension of cocoa planting.
The cultivation of ground provisions is interfered with by American corn.
There is no fire brigade in the town.
Money is paid for roads, which are not looked after, also for wharfage tax, for which there is do adequate result.
The market is open to the rain and weather.
There should be more representative members in Legislative Assembly.
People would then have means of fulfilling their wishes.

Court House, Roseau, Friday, 8th December 1893.

Mr. C. Musgrave, Registrar and Provost Marshal.

Is Registrar of deeds, Supreme Court, and titles.
Has been in Dominica only since May 1892.
Was in Registrar's Department since 1874 in Antigua.
Has nothing to do with the road tax collection, but with collection of other taxes in arrear.

Appendix C., No. 24. *Handed in statement of procedure for recovery of land and house tax.*

Thinks provision for notice to defaulters is sufficient.
The levy itself is a notice.
An officer who levies has power to seize goods, chattels, and growing crops, but this power is not exercised.
Government has purchased many holdings for default of taxes.
The owners are allowed to remain in possession, as a rule, by the Government.

It is conceivable that a property might change hands without the real owner becoming aware of it.

Government only purchases for amount of tax in default and costs.

Has received instructions lately to bid properties up, but does not think it a safe plan.

Amounts paid for purchases by private individuals, though higher than the Government bids, are very much lower than the real value of the properties.

Special notice should be given to a defaulter when the purchase is made by a private individual.

Properties in St. Peter's and St. George's are overvalued for taxation.

Very small properties are often sold by the Government.

In order to obtain title to a property so sold, the purchaser has to allow six months to expire before applying, during which the defaulter may redeem.

Till the new Act the defaulter had to move to recover possession; now, during the six months, payment of tax and costs will readmit him.

If a defaulter redeems in the case where his property has been purchased by a private individual, he has to pay in addition to tax and costs 6 per cent. per annum on the amount of the purchase money, which is refunded to the purchaser by the Treasury. This is an additional reason for giving him special notice.

In the case of purchase by Government the 6 per cent. is not required.

After six months, in the case of a purchase by a private individual, defaulter can only redeem by private arrangement with purchaser.

There have been 12 cases where the Government has taken the extreme step of evicting defaulters from land property.

The Government has prosecuted in 75 cases for trespass by the original owners on lands bought by the Government for non-payment of tax.

These 75 were test cases, most of them having paid no land tax since the Act came into force; a great many have not been disturbed in their possession.

Register of titles to properties is complete as far as cases have come under the Title by Registration Act.

Registration is optional.

There is a good deal of recording of deeds.

Records mortgages.

There is not a large amount of mortgage outstanding on holdings.

Mortgages are kept in record books apart from the title registers.

The Act provides that all deeds be recorded, the fee is 9*d.* a folio.

Previous to the Act of 1881, deeds were registered from 1765 under local Acts.

There has been no case in last 18 months of mortgages being foreclosed.

Six per cent. is average rate charged on mortgage.

Land and house tax is a charge on the property.

Small holdings might be relieved of taxes under land and house tax, the cost of collection being out of all proportion to the amount received.

Would put the limit at 25*l.* valuation.

Tax on cane land in Antigua is 5*s.* per acre; here it is 2*s.*

Identification of small holdings gives great trouble and difficulty, and a very inadequate return in taxation. It would be a great boon to Government and people if the tax were reduced, as proposed.

Taxes should be collected yearly instead of half-yearly, say, in November.

The costs would then be a great deal less for defaulters.

It does not facilitate payment to have taxes collected in half-yearly instalments.

Auguste Francis, Chief of Carib Indians.

Handed in a statement on behalf of his people. Appendix C., No. 25.

They only make baskets and canoes.

They pay no taxes, but have to keep up the roads in their district; they are badly off.

He wrote to the Governor on subject of education, but has received no reply; they are in want of a school.

A hospital is badly required, as invalids have to be brought to town.

The doctor makes a passing visit, but does not stay any length of time.

Settles disputes among his people, but when they will not listen to him sends them to the magistrate.

Was glad to hear Commissioner intending visiting his district.

App. B.

Mr. C. R. Lauder, Government Officer of Roseau District.

Is supervising officer for stills.

His duties are collection of taxes, supervision of roads, and protection of revenue.

Receives taxes for the whole island.

Does not get a percentage.

Government officer determines where money is to be applied to a road.

Prepares an estimate for first and second-class roads, and makes monthly requisitions to Road Board.

Has only 300 statute labourers for three parishes, and so cannot attend to second-class and third-class roads.

His estimate of money necessary for upkeep of roads is never granted in full.

Last year estimated for 670*l.* to repair 23 roads. Does not think he had half of that to spend.

Thinks that if each Government officer could expend up to his estimate for three or four years, they could afterwards reduce them considerably.

Encourages money payments for roads, as statute labour is unsatisfactory.

Labourer on roads works badly, partly because he is working for the Government, partly because he is badly paid.

Gets more out of 6 days' paid labour than out of 12 days' statute labour.

Far from taking people great distances to work, instructs his officers not to do so.

Has never taken them more than 2 miles.

Age certificates may be signed by a priest.

Only a magistrate can exempt, and that only for one period at a time.

Certificate of sickness must be signed by a doctor.

Makes surprise visits, so that road constables do not know when he is coming.

Can generally tell, by going over the road, if the overseer has carried out instructions.

Occasionally pays by the piece, but not often.

Judicious extension of piecework would not lead to a better result, as the contractor would expect to make too much out of it.

Has to visit stills. There is not much illicit rum manufactured in the island.

There is some outside smuggling in rum from Martinique, but not so much as people believe.

Coffee and cocoa are taken back in return, and predial larceny is thereby encouraged.

Smuggling in tobacco is carried on to a great extent. Most of this smuggling is done by small canoes.

There is not much discontent with the boat tax. In case of a label being lost, the owner has to pay 6*d.* for a new one.

Has no difficulty in collecting the horse tax.

It would be a great boon to people if there were inspectors to stamp weights and measures.

Keeps a general register of properties, but not of owners.

The cost of collection of the smaller amounts of revenue from land tax is disproportionate to the return.

If the smaller sums were struck out it would be a great boon to the people, and largely reduce the work of the officers.

Valuation at time of the land tax was badly carried out.

All land on the "Queen's Three Chains" is private property, as far as he knows.

Identification of names leads to great confusion in the case of the road tax, but not so frequently in the case of the land and house tax.

Valuation returns are put in faster than they can be dealt with. There should be more members of the assessment board.

Once a year Government officer makes a return of increases and decreases in valuations.

Many small properties have been sold in his district for non-payment of tax.

People come to Roseau to escape payment of the road tax, which does a lot of harm.

The inhabitants of Roseau have to clean their house frontages; this matter comes before the Board of Health and Inspector of Police.

It is expensive work.

People should be made to pay road tax in Roseau, and be relieved of cleaning the streets.

Mr. Fagan Pinard, Small Proprietor in Layou Valley.

Cultivates coffee, cocoa, and limes.

Condition of the island is improving, but slowly.

The land tax has led to people leaving the country.

There was no discontent with the export duty, as small proprietors did not feel it.

Land tax raises a cry all through the country, especially before people gain returns from the change of cultivation going on.

Has heard complaints as to incidence of taxation.

Complains of the way in which the Valuation Board did their duty.

Road tax, when paid in labour, is charged at too low a rate, and so the labour is bad.

Roads in his districts are worse now than they were 10 years ago.

The Layou-Portsmouth road is mostly bad.

The main causes of discontent are the land tax and the wasted money of the loan recently raised.

Boats can ply easily to Roseau from Layou.

Complains of having been fined for not appearing when sick at an inquest; the summons also arrived too late for him to have been in time. The Governor refused to interfere.

Complained of difficulties occasioned by action of Treasury officers on receipt of goods imported by him from New York.

Mr. Benoit F. Joseph, Carpenter and Small Proprietor.

Has a small estate to which there is no road at all, although he pays road tax.

Has five or six neighbours in a similar position.

Complains of tenders for Government work not being public.

From time to time people are employed from outside the island instead of natives, who pay taxes.

There are no public latrines in the town.

A poor man does not know where to make his complaints. There is no one on the spot with authority to settle small matters. Letters or petitions to the President have to be sent to Antigua, and then nothing more is heard of them.

A shelter is wanted in the market.

Representatives are outvoted by Government nominees in the Assembly. No attention is paid to what they say, and the taxpayer's money is wasted.

Water tax and water rate both have to be paid for by inhabitants of Roseau.

Mr. H. D. Watt, Small Proprietor.

Cultivates limes, coffee, and cocoa; has abandoned sugar cultivation.

The putting down of stills has led to a smaller production of sugar on the part of the small people.

A small man cannot make a living out of a still.

Would make the license so much a gallon.

Land tax is very heavy, and the costs he has had to pay in default especially so.

The horse tax is not paid by cart and carriage horses, which are also ridden, if necessary.

For seven years no money was spent on the roads on his estate.

When he took out a still license, Government repaired the road, so that the Government officer could visit him.

Would have more representatives in the House.

The waste on loan works has been scandalous. Was eye-witness of the incompetent work being carried out under the recent loan.

Government would not believe when told by the "Electives" of what was going on.

The federal quota is all spent in Antigua by officials who do not pay income tax.

Federation has been a curse to the island.

Mr. W. H. Porter, Treasurer of Dominica.

Acting Treasurer, 1884–87; permanent Treasurer since July 1890.

From 1887–90 was senior out-door officer in St. Kitt's.

From 1874–78 was in President's office, Dominica.

App. B.

Receives revenue and makes disbursements.

Accounts are made up monthly.

Accounts formerly appeared monthly in the Gazette till July 1886. A quarterly balance sheet to 30th June last, was published in September of this year.

The last annual statement was published in 1891 for 1890.

Cannot say why no balance sheets were published for 1891 and 1892.

There is no other way of knowing how the accounts stand, except by the published balance sheet.

A special order is needed to publish accounts. When he became treasurer he found the practice was not to publish them, but has never received instructions not to publish.

The balance sheet to 30th September 1893 shows, besides the debt to bondholders of 40,900*l.*, that there is a large floating debt due to the Leeward Islands Treasury and to the Crown Agents, amounting together to over 26,000*l.*, and the excess of liabilities over assets amounts to upwards of 60,000*l.*

In addition to the liabilities shown in the balance sheet, there is a liability of about 2,000*l.* more for the federal contribution and subsidy to the Telegraph Company for 1893 not yet paid.

28,000*l.* of the next loan will have to go to put the finances of Dominica straight.

A small interest is paid on the floating debt to the Crown Agents, varying according to the Bank of England rate.

Does not pay interest to the Leeward Islands Treasury on overdrawn balance.

Of the present floating debt about 20,000*l.* is due to public works and the remainder to deficiencies of revenue to meet ordinary expenditure.

Between 9,000*l.* and 10,000*l.* of the item 29,000*l.* appearing in the balance sheet under "Road and Bridges Loan Account," has been spent for Crown Agents' supplies; the rest was for local expenditure, of which details would be furnished.

Appendix E., No. 4.

The Sinking Fund is practically at compound interest in the hands of trustees, and cannot be used but for payment of debt.

Savings bank money is similarly invested entirely by itself.

The Island Treasury has received credit on account of expenditure on Hodge's dam and saw-mill from the Leeward Islands Treasury.

The items of 12*l.* and 44*l.* for timber works and saw-mill advances are due by other Presidencies.

Of the school pence, one-half is kept by the teacher and the other half paid into the Treasury. The amount is small, 50*l.* would cover it. It appears under the head of miscellaneous revenue.

In explaining the necessary course in levying duty on goods imported, he stated that no unnecessary trouble was caused to merchants. Delay sometimes occurred owing to smallness of staff, which the House had refused to increase. Difficulties that might have arisen in the conduct of business at the Treasury were mainly due to the unsatisfactory state of the Customs laws and to the fact that the public were not always reasonable in their requirements.

Present tariff of 1st February 1892 is very difficult to work. It contains a much larger number of exemptions than the previous one, which was, on the whole, easier to work.

There is a lot of smuggling between Dominica and Martinique. The only way to cope with it is to have a revenue cutter and harbour police.

The Commissioner expressed his satisfaction with the manner in which the accounts of cash receipts and payments were kept by the Treasurer.

Mr. Wm. Coull, Magistrate.

There are three magisterial districts in the island.

Was appointed in October 1880 to Portsmouth district, which he did not take up.

In 1882 was appointed to his present district, Roseau.

Was four years in Sherret's Office, Leeward Islands, and four years in the Commissioner's Office; also was acting coroner.

The island is progressing slowly.

There is no more discontent in the island now than there was in 1882.

All road tax defaulters in his district come before him.

The number of people summoned for road tax is sensibly decreasing.

The numbers summoned are largely due to confusion over names.

A summons does not necessarily mean attendance at court.
Certificates of exemption are given for illness
People over 60 years of age are not exempted if they have property.
Hence it happens that, as a magistrate can only exempt for one period, old people are frequently brought up.
Magistrates should have power to exempt permanently.
Over-valuation is not uncommon in St. Joseph's for land and house tax.
Small holders under a certain amount should be exempted altogether.
Can fine up to 40*s.* if a man does not appear on coroner's jury.
Does not believe that the discontent arising now from the land tax is greater than it was in 1882 after passing of the Road Act.
Want of education and want of roads have helped to make Dominica backward.
Should say Federation had done good. There is more connexion with the outside world under it.
The circuit system of judges is a benefit to the island.
Unauthorised stills are now done away with.
Smuggling cases are not very frequent. Smuggling from outside is difficult to detect, hence only a few cases come before him.
Abusive language and assaults form the majority of cases that come before him.
Population would compare favourably with other West Indian islands as regards crime.
Police are handicapped by the hard work they have to do. There are none too many in the island.

Mr. Wm. Skinner, M.A., Cantab, Head Master, Grammar School.

Grammar School opened in January this year.
Opened with 25, there are now 32 names on the books. Puts probable numbers at 50.
Before this there was no higher education in the island.
Has no staff of assistants yet.
Has been a schoolmaster since 1882.
Thinks Dominica boys are fully up to the average.
Boys seem particularly weak in their English subjects.
There is very little general reading.
There is no library in the island, which is a great disadvantage.

Mesmain Remy and Andrew John, labourers.

Signed a petition sent to Commissioner from Fond Colé. Appendix C., No. 26.

Are tax payers, living on the "Three Chains" below the road.
When sea is high it touches their houses.

Mesmain Remy.—Pays 6*d.* half-yearly as land tax.
Does not know if the owner of "Goodwill" estate pays taxes on the "Three Chains" also.
Pays 10*s.* a year land tax for a piece of land in the heights and 10*s.* for a horse.
Is 65 years old and has to pay road tax under property qualification.

Andrew John.—Road tax and land tax are too high.
The owner of "Goodwill" wants him to pay rent.
Pays 6*d.* land and house tax, and road tax also.
Will be 61 years old this year.

P. F. Simon, Master of Roseau Government School.

Has 406 boys under his charge.
Has two assistants.
There are many whose names he ought to have who do not appear.
Takes boys from the age of 5 to 15.
Teaches reading, writing, arithmetic, grammar and geography.
Has been in charge 33 years.
Number of boys has increased since the new law.
Parents are negligent in sending children to school.

App. B.

Fees in higher standards are 3*d.* in lower 1*d.* a week.

Boy has a week's credit to bring his fee. He never prosecutes parents for non-payment. As a rule payments are well made.

His boys chiefly go into commerce.

Many who have been at his school are now persons of consideration in the island.

Mr. E. Fadelle, Civil Engineer.

Did not work under Mr. Robins.

Erected several bridges as engineer in charge on Roseau and Layou road and carried out surveys on Layou flats.

Thinks no adequate return has been received for money recently spent.

Has had in several instances to reconstruct work done by others under the loan expenditure.

Was resident engineer for Copt Hall Bridge, which was carried away by a flood.

Thinks Layou flats have great capabilities.

A coasting steamer would be good for the coast, but would be no good to the interior.

There is a large extent of land which it would pay to open up.

There are still remains of the old French road across the island.

At the School-room, Portsmouth, 11th December 1893.

Mr. Alex. D. Riviere, Proprietor, Merchant.

Has resided 50 years in Portsmouth, and considers the condition of things now is not as good as it used to be. Federation is the ruin of Dominica. There should be more elected members in the Legislative Assembly of the island. The proportions should be two-thirds elected to one-third nominated. At present the island is nothing but a Crown Colony.

The low price of sugar and the crisis in the sugar trade has caused the Portsmouth district to fall off, where there is not much substitution of limes and cocoa for sugar.

The people are far from contented, being galled with taxation; the taxes which press hardest are the land and road taxes. The direct land-tax presses harder than the old export tax, which was indirect. There is general dissatisfaction with the way the land has been valued. There are complaints of its incidence, but it is mainly against the high amounts to be paid that the complaints are directed.

The high duties on rum and tobacco lead to smuggling. More revenue was raised when the taxes on these articles were lower.

Proposes re-imposition of export tax.

There should be more caution used in spending money. That lately spent on roads has not secured an adequate return; as instances of wasteful expenditure he quoted the purchase of a steam boiler for pumping, and a stone-crusher, both now lying unused and rotting; also the building of a useless saw-mill on the way to Hampstead.

Bridges were often made of bad material.

Mr. J. Hector, Schoolmaster.

Has been four years in the district.

School attendance has lately fallen off.

The compulsory system is not carried out in its entirety. Parents are not now summarily dealt with.

Has difficulty in getting the school fees (1*d.*).

Only advises parents to pay and does not prosecute them. Does not send children away who do not pay their fees.

Judging from the appearance of the children would say that the place was fairly prosperous.

Dr. N. G. Cookman, District Medical Officer.

Has been two years in the district; it is his first acquaintance with Dominica.

The food of the peasantry is bad; there is a deficiency of animal food. Fish, and little salt meat is sometimes consumed.

Mr. E. J. Diggs, Small Proprietor and Shopkeeper.

Represents the traders and labourers of the parish.

Is late bailiff and deputy postmaster.

The prosperity of the island is less now than it was before Federation. Agrees with Mr. Riviere's reasons for this and goes farther.

The taxation in itself is heavy, but the worst of it is the way in which the money raised by it is expended. He used himself to have to collect the land and house tax, but resigned his office on seeing the hardships inflicted by the collection when the tax was raised. The assessment for valuation was unequally made.

It is a great grievance that the elected representatives in the Legislative Assembly have no control over money expenditure in the island.

The road tax is a burden on the people. Before federation the ages for payment were from 16 to 50, now it has to be paid from 16 till death.

He instanced cases of old people being arrested and done to death, to enforce the payment of road tax.

People over a certain age should be entirely exempt.

Under the Act now old people are required to labour, but pay in order to get off.

The money raised for roads is not spent in the district where it is raised.

A request to be allowed to repair their own roads was refused.

Mr. J. G. Tavernier, Merchant and Deputy Coroner.

Has lived 16 years in Portsmouth.

The town has improved of late.

There are not many signs of improvement among the poorer classes.

The sale of dry goods is diminishing. There is no increase in the consumption of food stuffs.

The population is not increasing.

The traders in Portsmouth complain that though it is a port of entry, there is no bonded warehouse, if there were one they could have their goods available without having to advance money to pay taxes.

The water supply is poor.

The people pay the road tax, but complain that it does not go to the repair of the roads in the districts where it is collected.

The back part of the town is in a bad state, which makes it unhealthy. The machinery obtained for the purpose of draining this low-lying land was never put up.

The people are more discontented now than ever, as the taxes are heavier than ever. The town being so far from Roseau does not receive proper attention from the Government.

Taxes are collected at inconvenient times of the year.

Buys cocoa, coffee, and limes, and sometimes ships direct from Portsmouth.

There has been an increase of production in limes, and a little in cocoa lately.

Young men are emigrating for fear of taxes, and so planting is not being extended as it might be.

Emigration was first due to gold, but now it is to escape taxes.

Mr. J. F. Casey, Small Planter and Dealer.

Has lived in Portsmouth for 16 years.

Small planters have lately been paying attention to cocoa and limes.

There used to be many sugar estates round Portsmouth.

Coffee is not much cultivated now in the district.

There is only a small market for provisions.

Ships do not call now as often as they used to.

The prosperity of the town is going down.

Failure of sugar has been a large cause of the present backward state of island.

Land in Dominica is more suitable for limes and Arabian coffee than for sugar.

No plants are obtained from the Botanic Gardens by the small planters, though it is easy enough to get plants if you want them.

The heavy taxes cause discontent.

Thinks a man should not pay both road and horse tax.

The greatest grievance is the novelty of the taxes; owing to this the people emigrate.

People are put in gaol if they cannot pay the road tax.

Employers of labour on a small scale find difficulty in getting labour.

People from the country complain of the state of the roads, although they pay taxes, and also of the way in which the work on the roads is done when it is attempted.

People complain also of want of medical aid, which it is difficult to obtain. There should be a resident doctor in Portsmouth.

There is no local board in Portsmouth, and no resident magistrate.

The town is undrained, and in wet weather is a swamp.

The people complain because they are forbidden to go on Crown land to cut timber.

6*d.* per barrel wharfage has to be paid on every sort of goods landed, and the jetty is not sufficiently long.

Petitions to the Government do not always receive answers.

School fees prevent parents sending their children to school. Education should be free.

The Government officers have too much power.

There should be more elected members in the House than Nominees.

Mr. Albert Celestin, Small Proprietor.

The small proprietor is going back; he has not improved in the last eight years.

More people would change their cultivation if they had the means.

Taxes discourage cultivation.

Discontent arises from the heavy taxes.

Lives himself in one parish and has land in another, and has to pay land and road tax twice over.

Export tax would be preferable to land tax.

Traffic between Portsmouth and Roseau would be cheaper by water, even if there was a road.

The fruit trade to America, as started by the Government, would be a great help to the country, if continued, as bananas would be planted to shelter cocoa and coffee, and would give a return before the cocoa and coffee would be in bearing.

The road tax causes people to emigrate; suggests that it should not be imposed till the age of 20; boys of 16, being too young to labour on the roads, prefer rather to go abroad.

Lots of poor old people have to pay road tax; after a certain age a man ought to be relieved entirely.

Mr. James V. Wallis, Small Planter.

Plants cocoa, canes, and provisions.

Crushes his canes with a small cattle mill.

Prosperity in the island is not increasing.

Discontent arises from people grumbling about taxes, which formerly they had not to pay.

Cocoa planting is being extended where possible.

Very little coffee is grown now.

Some attempt is being made with limes.

There is very little ginger or spice cultivated.

The establishment of the fruit trade would lead to an extension of the planting of cocoa.

Land tax is charged on small barren patches. If the land tax were made reasonable, people would prefer to pay once a year, instead of in two instalments as now. The heavy taxation is a cause of people leaving the island.

Children of 16 are too young to work on the roads.

Although a road tax is imposed and collected by law, the roads are in a wretched state, and a priest or a doctor has to make his visits in a boat, which has to be paid for by the same people who are paying road tax. Old people have to pay the road tax; after a certain age they should be exempted.

The boat tax is too high; old boats should be taxed less than new ones.

The rivers should be bridged to enable children to attend school.

There is nothing to show for the money recently spent on the roads.

The people should have more representatives in the Assembly.

Christophe Rosmer, Labourer.

Complains that defaulters under road tax do not get a receipt when they pay.

Old people and cripples have to pay the road tax.

The Government officer discriminates in exacting taxes, and in the way he puts people to work in the road gangs.

Weights and measures can be examined whenever the inspector pleases, a charge of 5*s*. being made each time.

Government officers are kept too long in one place.

The Rev. J. Michel, Curate, St. Peter's.

Repeated what he said in his letter to the Bishop, with respect to the state of the roads, land tax, &c. Appendix C., No. 27.

At the School House, Vieille Case, 12th December 1893.

Mr. Henri A. Le Blanc, Peasant Proprietor.

Has always lived in the district.

Thinks things are ten times worse than formerly. The reason of this is the taxation, which is too heavy. Crops are yielding less and taxation is higher. Sufficient manure is not used and there is no means of procuring it.

Would not say that, though the crops are yielding less, the output has decreased, because the planting of cocoa has been extended.

A petition, signed by the inhabitants of Vieille Case, was handed in by the member for that district, Mr. A. R. Lockhart, cf. Appendix C., No. 28.

Chief causes of discontent are—

(1.) Heavy taxation.

(2.) Formerly there were many small sugar mills and stills, which enabled people to use their sugar refuse. The increased license on stills has led to the abandonment of the small stills, and consequently the small proprietor has been forced to give up sugar cultivation, as that by itself will not pay if the "scum" cannot be used.

(3.) The license for boats is the same on the Windward as on the Leeward side of the island, though boats on the Windward side can only be very rarely used.

(4.) Grocery shops in the country have to pay the same license as in Roseau, this, together with the difficulty of getting in their supplies, compels the shopkeepers to put on a very high price.

The license should be less in the country.

Is not a shopkeeper himself.

(5.) The amount raised by the road tax in a district should go to the up-keep of roads in that district. The road tax is too heavy as both wife and children are taxed in addition to the house-owner.

Suggests that childen might be turned out to labour on the third-class roads near home.

(6.) The land tax is too heavy for the people to pay. Everyone pays too much; could not say if the tax falls harder on some than on others. Ejectment for non-payment is monstrous.

(7.) The horse tax is hard, as horses are kept more for the purposes of manure than for riding.

(8.) The "Queen's Three Chains" were formerly secured to people living in the heights, now that the Government has sold them they have lost their former rights, and can only store their goods, &c. there on sufferance.

App. B.

(9.) People are prosecuted for cutting timber on Crown lands, and fined; they should have the right of cutting timber to build sheds on their small plots.

(10.) Money should be advanced for the cultivation of small crops on the Crédit Foncier system. At present there is no one to make such advances. A merchant would stipulate for his money to be returned at the end of the year.

Mr. L. Royer, Shopkeeper, small Proprietor.

Agreed with all the points of the former witness, but says further, that the land tax should be abolished altogether and an export tax reimposed.

Does not think that a cheaper shop license would lead to a cheaper sale of goods.

Most of the produce of the small proprietors goes by sea to Roseau for sale. The only thing "headed" to Portsmouth is small provisions.

A small coasting steamer would be a good thing, though they might not always be able to ship at Vieille Case.

A cart road, to join the Portsmouth-Lasoye road, would be of importance to the district.

There should be more Electives than Nominees in the House to represent the views of the people better.

Many young cocoa trees are coming on which will soon increase the production.

Some properties have been seized for non-payment of land tax in the district, but there has been only one ejectment.

The assessment was not properly fixed, its incidence is unfair, the large owner paying a much smaller proportion than he should.

From 9 to 5 acres, and less, is the average acreage of small holdings in the district.

There has been considerable emigration to the mines.

Thinks there has not been much application made for Crown lands.

The place is not so prosperons as formerly which is a great cause of discontent.

Mr. Raymond Royer, Small Proprietor.

Agrees with all the points of the former witness.

In consideration of the road tax the roads in the village ought to be paved, especially as the Church is at one end and the Cemetery at the other. A road tax is necessary, but some people, too old to work and too poor to pay, are forced to pay.

Is dissatisfied with the way the people are governed.

Since the time of Mr. Falconer things have changed for the worse.

The Elective members have no power, and the Government when appealed to by them gives no answer. Our only trust now is in the Queen.

Mr. Paulin G. Joseph, Small Proprietor.

Thinks that present time is unsuitable for establishing Crédit Foncier, as the people should have the Crown lands first. The Government promised, some years back, to make 10-acre grants to the people, on the proposition of Mr. A. R. Lockhart, but failed to carry it out.

If that were done it would save the country, as it would put a stop to emigration. The Crédit Foncier might follow afterwards. Originally 50 years used to be limit of age for payment of the road tax, it was afterwards altered to 60, now you must pay till death. The limit should be 50 years, as a man is old now at 30, formerly men lived to be a hundred. A woman in default for a payment of 1*s.* 6*d.* gives three day's labour, a man in default for 3*s.* gives six days' labour, which makes the value of both a man's and a woman's labour the same. The road tax might, however, even be increased if other taxes were reduced by the Government to stop emigration.

The boat license is felt to be very heavy.

Horses not used for riding should not be taxed.

Roads practicable for carts are wanted, the making of which would at any rate give employment.

The public works have given no satisfaction.

A child is sent away from school if he does not pay his school fees.

At the age of 14 a child is put out and his education is stopped. Children might be allowed to remain at school till the age of 20.

Since Falconer's time things have not gone well.

Cannot tell if the Electives are "grinding their own axe," but does not think the people get their rights.

Mr. Ch. Bethelmy, Tenant of Small Lot. App. B.

Tenants cultivating other people's lands only have an acre or so which is not sufficient.

Tenants plant crops under agreement, but when the crops come into bearing cause is always found to take the land and confiscate the tenant's improvements.

This is not done under written agreement, as owners object to giving written agreements.

A law should be passed to give tenants compensation for improvements.

A magistrate's Petty Sessions Court should be held in Vicille Case so that people should not be forced to go to Wesley for this purpose.

Road tax raised in the parish should be spent in the parish.

Mr. David Stevens, Schoolmaster.

Has difficulty regarding attendance of children at school.
Does not send children back for non-payment of school fees.
Was at Coulibistrie formerly.
People have difficulty in sending children well clad to school.
The patois is a great disadvantage in education.
Books are a great want.

At the Dispensary, Wesley, 13th December, 1893.

Mr. W. G. Marie, Proprietor.

Read and handed in a paper. Appendix C., No. 29.

Has been 33 years in the district.

Cultivates his own land in canes, limes, and cocoa nuts.

Dominica is going back owing to the abandonment of the best sugar estates, and a reduced output.

The people are discontented from want of work, and are dissatisfied with the land tax, which they would be, even if they were not poor, because it is both a new tax and a direct one. The old export tax would be much better.

The road tax is not so much a cause of complaint.

Horses are chiefly kept for manure, and the horse-tax falls very heavily on the small proprietor.

The people should have control over the taxes through their representatives.

Each large district should have one more member, making the House consist of 11 electives instead of seven; with them should be four non-official members, three official members, and the Governor, who should have no casting vote nor take part in the deliberations.

Federation is a disadvantage to Dominica; the only advantage obtained under it is the frequent change of Judges, which could equally well have been obtained without Federation.

There is a want of schools to carry out compulsory education.

Mr. James R. Robin, Peasant Proprietor.

Taxes might be payable once a year if they were reduced, the best time for payment would be from February to April.

The making of the new road has been the means of keeping the people employed.

A coasting steamer would be a blessing to the island.

Mr. David Barnes Leslie, Peasant Proprietor.

Read and handed in Petition. Appendix C, No. 30.

Would like two members for St. Andrew's.

Mr. Nathaniel Powell, Peasant Proprietor.

Read and handed in a Petition. Appendix C., No. 31.

Considers administration of Weights and Measures Act unsatisfactory.

More medical attendance is necessary for Yaws.

App. B.

Mr. Timothy Hamley, Peasant Proprietor.

People after a certain age should be altogether exempted from payment of road tax. Considers boat license on Windward coast too high.

Isaac Bolan, Labourer.

Six days' labour on the roads in default of a payment of 3*s*. is too heavy. Females should not be taxed for the roads.

Mr. Colin Macintyre, Planter.

Agrees with the greater part of the evidence already taken.

General condition of the island is worse now than formerly, but there are hopeful signs for the future.

Can always get labour now in his neighbourhood.

A coasting steamer would be a very great boon.

The Portsmouth-Lasoye road has been a great advantage.

If the land tax were replaced by an export tax, the small proprietor would derive the greatest benefit from the change. An export tax would be more easily collected, and more easily paid.

Does not think representatives in the House should be increased; five independent Nominees, non-official, would be better.

Mr. William Callendar, Planter.

Has been eight years in the district and 23 in the island.

Generally agrees with the evidence given.

Thinks Electives remaining as they are there should be five independent non-official Nominees appointed.

Attaches great importance to a coasting steamer.

Properties are unfairly valued all over. Information for valuation was gathered by people ignorant of values. The valuation commissioners should sit in each district.

Inequality of valuation is a great cause of discontent.

The valuation is rapidly raised on improvements, actually before the owner benefits by them. This tends to retard improvement and keep the island backward.

Would prefer an export tax to the land tax; new industries are being started but progress is slow on account of want of capital.

Something should be done to keep the Portsmouth-Lasoye road in repair, which has been left in an unfinished state.

Public money has been wasted on works which have given no return, as, for instance, "Hodges Dam."

At the Schoolroom, La Plaine, 16th December 1893.

Rev. J. Couturier, Parish Priest.

This is the poorest quarter of the island. There is no work to be had. No estates in the neighbourhood are giving work except that at Point Mulatre. The people have no way of making money, since nearly all the sugar estates have gone out of cultivation.

Arrowroot and farine are the only products, and they have to be carried for sale to Roseau by land.

The condition of the people is much worse than it was 20 years ago. It takes eight hours to head "provisions" to Roseau, and the merchants there knowing there is no market at La Plaine only offer a small price for them.

Masons and carpenters have little or no employment, and it is difficult for them to obtain the bare necessaries of life. This state of things is rendered worse from the fact that, as boats can only be used on the Windward coast for nine months of the year, the shops often run short of provisions.

The district has been neglected by the Government, the only favour he has ever obtained from them has been the postal service.

The Government might find work for the people, or, at least, might appoint road constables, overseers, and drivers from the district instead of from the district of Grand Bay.

Though the population is almost entirely Roman Catholic, there are no Roman Catholic schoolmasters. This depends on the Inspector-General of Education, and is a result of Confederation.

The increase in magistrates' sessions has led to increased litigation, and might be done away with.

Weights and measures have to be taken from Laroche to Rosalie to be tested, the police officer should be able to examine them at the station.

The valuations for the land tax were badly made. They are arbitrary, and their incidence is unfair and unequal.

Valuations are often increased without sufficient cause.

A re-valuation should be made.

The tax itself is too high, as it was fixed originally it was paid without a murmur.

The method of enforcing payment by eviction is harsh and unjust, and the sale of the property to the Government for non-payment of taxes is both expensive and ineffectual.

The people sell all they have to pay their fines and taxes, and then after selling everything get into arrears.

All arrears should be wiped out and the tax made as it was in Lord Gormanston's time.

The boat tax is heavier on the Windward than on the Leeward side of the island, as on the Windward side the boats can only be used during three months of the year.

Provisions coming by sea are often lost.

A coasting steamer would not directly benefit La Plaine from the great difficulty they would have in shipping.

Old people are not exempted from the road tax if they have a little property. People should not be put in jail for inability to pay. The original age limit of 50 years would be better than the present system; after that age everyone should be exempted. The current rate of wages is about double that paid for forced work on the roads; the object of the Government being to get the money and not the labour. A man's work also is reckoned at the same value as a woman's.

A shopkeeper, if he travels with his goods, has to pay a huckster's license in addition to his ordinary trade license.

The license of 25*l.* on stills has stopped small proprietors from growing canes, and has led to smuggling.

The doctor resides at one extremity of his district and does not always come when sent for. Since last April he has only been to La Plaine three times for an hour or so. He should reside as near as possible in the centre of his district.

The horse tax at 10*s.* a horse is too high.

This evidence was afterwards supplemented by a letter. Appendix C., No. 32.

Two petitions were then handed in from La Plaine, and one from Boetica. Appendix C., Nos. 33, 34, 35.

Mr. Louis Alexander Maugere, Peasant Proprietor.

Had signed one of the petitions.

Has lived in the parish since 1839.

Suggests that each man should have a portion of the road entrusted to him to look after.

Money collected for roads should be spent on them in the parish where it was collected.

The land tax should be reduced.

Mr. Bernard Vigilant, Peasant Proprietor.

Had signed one of the petitions.

Existing road, if made good, is the best means of communication.

A road *viâ* Rosalie would be impracticable.

All the taxes are too heavy.

At the Schoolroom, Geneva, 18th December 1893.

Two petitions were handed in and read. Appendix C., Nos. 36, 37.

Mr. John Baptiste Jolly, Peasant Proprietor.

Had signed one petition.

The land tax presses heavily on the people. Its incidence is unfair; there should be a re-valuation.

Cultivates cocoa and "provisions," generally sells his cocoa in the district. Transport to Roseau is expensive.

Cannot afford to pay labourers.

The planting of cocoa and limes is being extended, and an increased production may be looked forward to in the future.

No particular sort of cultivation has taken the place of sugar.

Mr. John Louis, Settler on Crown Lands.

Several settlers on Crown lands complain that they have no convenience in the way of roads.

This with the increased still license has led in some cases to the abandonment of cultivation.

Used himself to work a still, but could not afford the increased license, and so gave it up, but his valuation has not in consequence been lowered.

The discontinuance of his still has led to the small proprietors in the neighbourhood abandoning the cultivation of sugar.

The visits of the doctor are very irregular, and he demands a fee of 2*s*.

People have been refused admission at the Infirmary.

Mr. Elie Alcendor, small Proprietor.

Had signed one petition.

Complains of there being no road to certain holdings, to get to which the owners have to trespass.

Has had to sell some of his land in order to pay land tax.

Mr. Benjamin Sullivan, Fisherman.

Had signed petition.

Can find no sale for his fish when he does get them, which is not often as for long periods he cannot get off in his boat. The boat tax at 5*d*. a foot is too high for the Windward coast.

Complains of the horse tax having been increased.

Mr. Stephen Herriot, Overseer.

Complains that the valuation on his sugar mill was not lowered when he had to abandon his still.

Mr. Nicholas Alcendor, small Proprietor.

Had signed petition.

Complains of the pressure of taxation.

Had had to spend money on the road himself, because his application was not heeded.

Mr. Theo George, Proprietor.

Complains of the incidence of the land tax.

J. Maurice, Labourer.

Has to pay road tax though physically incapable of working, having only one arm.

At the Presbytery, Geneva, 18th December 1893.

The Rev. J. Bourget, Curate.

Defaulters under the road tax are often made to work a long way from home.

Girls' and boys' task work on roads is too heavy.

Non-payment of road tax is treated as a criminal offence.

No notice is given of a call to work on the roads. The first intimation is a summons.

Infirm people and pregnant women are sometimes put to work on the roads.

Exemption by a magistrate is only granted on a certificate from a medical man, for which a fee is asked. Appendix C., No. 38.

Women, who were formerly exempted from the road tax, have been recently re-taxed with the view of raising money for bridge building.

Heavy tasks are sometimes imposed with a view of getting payment in money, instead of in labour.

Children are sent away from school for inability to pay their fees.

Magistrate of the district is also sub-inspector of schools.

Infirmary should provide more accommodation.

At the School-room, Souffrière, 19th December 1893.

Mr. Roc Toussaint, Small Proprietor.

The condition of country is not improving, owing to land tax.

People plant more cocoa than coffee in the district. Looks forward to increase of production of this article.

Discontent arises from the taxes, especially the land and road taxes.

As regards the land tax the rate is too high, the collection bad, and the incidence unfair. The valuation was made by incompetent persons.

Valuations are not lowered when products fall off.

Formerly people were turned out to work on the roads, and not taxed; but now they are taxed even for the smallest property.

He quoted an instance of people being called out to work, then refused, and afterwards fined, when they went to pay at Roseau.

Old people are put in prison for non-payment of road tax.

Draught horses are free from the horse tax, but the small proprietor who rides his horse has to pay.

The boat license of 5*d.* a foot is heavy; the tax is the same on both the Windward and Leeward side.

Drogher boats shonld be free from taxation, as they are used to bring produce to town.

The island pays about 2,000*l.* a year for Federation, which is spent in Antigua, and Dominica gets no benefit from it.

The Government should assist small proprietors by granting loans, and help to open up old abandoned estates.

There should be more Elective members in the House. A stranger cannot speak for local affairs. The Electives would control expenditure better than is done at present.

Srangers are imported to do artisan work in place of the local artisan who pays taxes.

The rum duty is too high, the Treasury gets 3*s.* 6*d.* whilst the owner gets about 1*s.* 9*d.* a gallon. Treasury would get more money at a lower rate. It is difficult now to procure the luxury of rum, especially for the labourers.

Education, if compulsory, should be free.

No private schools can be kept unless sanctioned by the Inspector, there should be something in the nature of a board of control. The schools are not provided with proper conveniences.

Pensions to schoolmasters after 21 years' service are not always allowed.

There should be some one with local knowledge in each district appointed to advise the magistrates.

Mr. Honoré Seraphin Blanc, Tenant Cultivator.

The place has gone down since the sugar crisis and the abandonment of coffee cultivation.

There should be a warden in each district for the roads. Roads used to be repaired in the days before the road tax, now the tax is paid roads are worse looked after than before.

It is only with difficulty that children are clothed to send to school.

App. B.

The still license has stopped small stills and reduced the revenue of the country.

Would prefer an export duty in place of the land tax.

The Elective members should not be controlled by the casting vote of the Governor.

There are enough qualified men in the island for its government without importing men from outside.

Mr. Theodore Etienne, Small Proprietor.

People are willing enough to pay taxes. It is their impotence to pay that stands in the way at the present time, and the taxes should be reduced proportionate to their circumstances.

Has had to close his own still since the Still Act of 1888. Cane cultivation in his district has consequently decreased.

Appendix C., No. 39. *A petition was handed in signed by some residents in the district of Scot's Head.*

At the Court House, Roseau, 22nd December 1893.

Mr. Wm. Stedman, recalled.

Appendix C., No. 40. Wished to amend his evidence regarding the political constitution.

He read a statement embodying his views.

Mr. Wilson Dupigny, Chemist.

Direct taxation is unsuited to the island. The land tax if removed would encourage people to further settlement, and prevent emigration.

Every inducement should be given to getting the Crown lands settled, in order to increase production. They might be given free for a certain number of years.

There is great poverty and want of money in the island, in spite of the fertility of its soil and its healthiness.

The inhabitants like their country, and return to it when they are able.

In the House of Assembly there should be two or four more Electives; the present state of affairs is hopeless. The nominated members should be unofficial. People would have more confidence in a House so constituted.

Delay in freeing articles imported for church use from duty causes great difficulty.

There is no law to cover such a case. On shingles, for instance, imported for the church, duty has to be paid, and then recovered by petition to the House.

Parish priests are expected to furnish certificates of birth without remuneration.

Federation has been a curse, and has done nothing for the island; it has cost the island a great deal, and the money paid to officials is spent in Antigua.

The money paid as subsidy for the "Tyne" would be much better spent on a coasting steamer.

The cost of sending prisoners to Antigua is considerable, whereas they might be employed on the streets and roads of the island.

Those under six-month sentences might be kept in the island.

People are taxed under Federation, and do not know how the money is spent.

Alexander Sylvestre, Peasant Proprietor.

Appendix C., No. 41. Signed petition from Colihaut.

Thinks the land tax is too high. The people get no return from their land, and so cannot pay taxes, and are sometimes imprisoned from sheer inability to pay. Formerly they were much better off; estates are now largely abandoned.

The soil is not suitable for cocoa-growing at Colihaut.

Sugar and farine are the chief cultivations.

The ground on low lands is too wet for cocoa and coffee.

They pay road tax and have no roads; a small property entails payment of the tax after the age limit has been reached. If you have a small holding you are not put to work on the roads; you are sent to jail as a defaulter if you do not pay.

The market in Roseau should have some covering.

In the Wesleyan Chapel, Layou, 26th December 1893. App. B.

An address was read by Mr. Christian. Appendix C., No. 42.

Mr. A. D. Riviere, Planter, Proprietor.

Had signed petition sent in. Appendix C., No. 43.

Thinks the land tax is unfairly distributed. The peasant proprietors have not benefited, as the export duty was taken off to allow of its imposition.

As regards the road tax, men with small properties are not allowed to labour, they have to pay. If labour was allowed, better value would be got.

The still license has closed small stills.

Yaws is spreading; more attention should be paid to it as children have to associate together at school.

There is a good deal of substitution of limes and cocoa going on for sugar. Production should be trebled in about five years.

Not much coffee is grown now. Layou used to be an important coffee district.

The loan money has been wasted without an adequate return; for this they have to pay taxes; he referred to the abortive works on the Layou Bridge as an instance.

Mr. L. Bellot, Elected Member for the District, Planter.

Emphasized the harshness of the land tax, the waste of money, and the imperfect up-keep of roads.

A good road as far as Macoucherie would be an advantage.

Has belief in the capabilities of Layou Flats.

Prefers export duty to a land tax.

Mr. A. C. Shillingford, Estate Manager.

Signed petion referred to above.

The income tax falls only on salaried people.

There is no income tax in Antigua, and federal officers who live in Antigua escape paying.

The land tax is unfairly assessed.

An indirect tax would be better; people do not feel it when selling their small produce.

Mr. Philip Edward, Peasant Proprietor.

Also signed petition.

Complained that the land tax is too high, and that the roads are bad.

Has in all 10 acres of land, 4 in canes, some barren, and the balance in cocoa. which is not in full bearing. His land tax amounts to 2*l.* 18*s.*

Pays more than many of his neighbours, but all pay at a high rate.

Pays 1*l.* 4*s.* road tax as well, making a total of 4*l.* 2*s.* a year.

Money collected for road tax is not spent on the roads in the district in which it is collected.

App. C.

CONTENTS OF APPENDIX C.

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1	48	Mr. A. R. Lockhart -	Précis of the Legislative History of Dominica from 1775 to 1865; with a suggestion for reforming the present Assembly.
2	49	Mr. Davies - -	Abstract of Memorial to the Secretary of State in 1873 against federation with the Leeward Islands; known as "Imray Memorial." Abstract of reply from the Secretary of State.
3	50	„ - -	Protest of Electives in 1886 against certain Tax Bills, and the arbitrary method of passing them. Reply from the President of Dominica.
4	53	„ - -	Motion by Electives in Assembly in 1885 against raising of further Loans until revenue and expenditure balanced.
5	53	„ - -	Petition of Electives to the Queen on the passing of the Medical Aid Act, 1880. Protest of Electives to the Governor on the same occasion.
6	57	„ - -	Act No. 23 of 1880, and protest of Electives against Act No. 9 of 1883, modifying its provisions. Abstract of Despatch from Secretary of State in reply to above protest.
7	59	„ - -	Abstract of protest of Electives to Secretary of State respecting purchase of a yacht by the Governor, 1883.
8	59	„ - -	Abstract of Resolution of Assembly against procuring supplies through the Crown Agents.
9	59	„ - -	Protest of Electives, 7th August 1890, against the vote on the Resolution for the Loan of 10,000*l.* additional, passed 26th June 1890.
10	59	„ - -	Reference to Petition to the Queen against the change of Constitution in 1863; and reply thereto.
11	60	Mr. Pemberton - -	Minute of Electives in 1891 with reference to increased taxation, placed on the Minutes of the House, but afterwards expunged.
12	63	Mr. Davies - -	Petition to the Queen respecting the appointment of non-residents as Nominee Members of Assembly in 1880.
13	64	„ - -	Petition to the Queen from Dominica, Montserrat, and the Virgin Islands, 1887, praying for a fuller measure of representative Government.
14	65	Mr. Pemberton - -	Government Resolution of Federal Council of Leeward Islands, carried by official votes and St. Kitt's members against Dominica representatives, May 1892.
15	65	„ - -	Resolution moved in Assembly in 1885, urging the separation of Dominica from the Leeward Confederation.
16	65	„ - -	Resolution passed in Assembly in 1885 with reference to Dominica being added to the Windward Group, that it would be advantageous that Dominica should be made a separate Government.
17	66	„ - -	Resolution passed in Assembly in 1885, respecting expenses of Royal Commission appointed in 1882.
18	66	„ - -	Amendment to a Resolution for drawing the bonds of Federation in the Leeward Islands closer, 1886.

No.	Page.	Handed in by	Subject.
19	67	Dr. Nicholls - -	Memorandum on certain matters concerning the present inquiry.
20	73	„ - -	Additional Memorandum, containing Memorandum by Mr. Rankin, touching Roads and Bridges Loan Account.
21	84	Mr. Davies - -	Draft of an Act for transferring certain powers from the Island Legislature to the Federal Assembly.
22	84	Mr. A. D. Lockhart -	Memorandum on the Constitution and state of the Island.
23	85	Mr. F. W. Rankin -	Returns and statistics relating to Exports and Imports and Valuation for Taxation.
24	88	Mr. Musgrave - -	Statement of procedure in Provost-Marshal's Office, for the recovery of Land and House Tax. Memorandum on above, by Mr. Le. Hunte.
25	91	Augustus Francis -	Letter from Carib Chief.
26	91	Mesmain Remy - -	Petition from residents on "Three Chains," at Fond Colé.
27	92	Given to Commissioner by Bishop of Roseau.	Letter from Rev. J. Michel, referring to condition of district of Colihaut.
28	93	Mr. A. R. Lockhart -	Petition from inhabitants of Vieille Case.
29	93	Mr. Marie - -	Letter on state of the country.
30	95	Mr. D. B. Leslie -	Petition from inhabitants of Wesley.
31	96	Mr. Powell - -	Petition from peasant proprietors, S. Andrew's, South.
32	97	Rev. J. Couturier -	Supplementary evidence.
33	98	Rev. J. Couturier - -	Petition of inhabitants and proprietors of La Plaine.
34	99	Mr. C. Joseph - -	Petition from La Plaine.
35	99	Mr. M. Joseph - -	Petition of inhabitants of Boetica.
36	100	N. Alcendor - -	Petition from inhabitants of S. Patrick's, South.
37	101	F. Sullivan - -	Petition from inhabitants of Gruo and Fond St. Jean.
38	102	Rev. J. M. Bourget -	Letter supplementing evidence.
39	102	Lousson Joseph - -	Petition from inhabitants of Scot's Head.
40	103	Hon. W. Stedman -	Supplementary evidence.
41	103	Alexander Sylvestre -	Petition from inhabitants of S. Peter's.
42	104	Mr. Christian - -	Address from inhabitants of Layou.
43	104	Mr. A. D. Riviere -	Petition from inhabitants of S. Joseph's.

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APPENDIX C.

No. 1.

Précis of the Legislative History of Dominica from 1775 to 1865 by Mr. A. R. Lockhart; with a Suggestion for Reforming the present Assembly.

This island was definitely ceded to the British Crown by the Treaty of Paris of February 1762. In October 1763 a Royal Proclamation was issued assuring the inhabitants the privileges of English citizenhood, with the further assurance that so soon as the state and circumstances of the Colony would warrant it General Assemblies would be called in the manner and form prevailing in the New England Colonies on the American continent.

In 1775 this promise was carried out by another proclamation, and two Legislative Chambers—a Council (nominated by the Crown) and a Lower House (chosen by the ratepayers), duly constituted. In this proclamation it is declared: "Whereas we are "desirous that a full and complete Legislature shall be established within our . . . . "Island of Dominica upon a *permanent and lasting foundation*, and such regulations "made touching the same as may contribute to the happiness, interest, and satisfaction "of all our good subjects within our said Island of Dominica, it is therefore our Royal "will, &c., that writs shall be issued in our name for the election of representatives "to serve in the Lower House of the Assembly for the said Island of Dominica, &c." These words, taken in their literal sense, were relied upon as the irrevocable charter and sanction of the liberties of the people of Dominica under English rule. No limitations as to creed or colour were put upon the electors as to the choice of representatives to the Assembly, though the privilege of voting was restricted to white freeholders professing the Christian religion. The population of the island at this time was composed of 3,350 whites, 750 free people of colour (who had no votes), and 18,753 slaves.

In 1805 the white population, owing to the operation of social and economic causes originating in the existence of the institution of slavery, had decreased, by more than a half, to 1,594, but, concurrently, the free coloured population, which had invaded all the trades and callings other than agricultural, had increased to 2,882, and the slaves stood at 22,083.

The decrease in the white population continuing, in 1833 the free coloured population was relieved of social and political disabilities and admitted to the electoral franchise. Two years after slavery was abolished. The population of African descent immediately began to make rapid advance in education and material well-being. Mr. Joseph John Gurney, the well-known English philanthropist, visiting the island in 1840, and Messrs. Candler and Alexander, of the Society of Friends, in 1850, testified, from what they saw, to the contentment and increasing prosperity of the people of all classes and colours.

From 1834 to 1863 Dominica saw its happiest days. Popular education was established, primary schools being opened by Legislative grants in every parish; the imports and exports showed a steady rise every year; new industries were introduced; the freedmen, who continued to work steadily for wages on the estates on which they had formerly been slaves, commenced to purchase with their savings the forest lands belonging to the Crown, and to establish themselves as peasant freeholders.

In 1865 all this progress was arrested by the action of the English Government. It was in that year discovered that the coloured population was unfit for representative institutions, which it had been successfully working for 30 years, and under which all classes of Dominicans had prospered, and with which all were contented. A Bill was accordingly introduced in the Legislature by Government, abolishing the electoral franchise and creating a Crown Colony. The ground was prepared for this policy by secretly bribing the white members of the local assembly with the promise that without a constitution the government would be carried on entirely in the interest of their class; and at the same time the rest of the Legislature was paralysed by military action, an armed force from H.M.S. "Aurora," under the command of Sir Leopold McClintock, guarding, with loaded muskets and bayonets fixed, all the approaches to the Legislative Hall, and filling the body of the building, whereby all

free discussion, and all constitutional resistance was prevented on the part of the coloured members, who had besides to make immense efforts to prevent the indignation and excitement amongst the population from resulting in a collision with the marines and bluejackets. Popular feeling, however, continued to rise, till, the Government getting justly alarmed at the imminent prospect of a desperate rising, inspired by despair among the people, offered the popular leaders the compromise of the present hybrid constitution, which was accepted in order to save the principle of representation in the Government and in legislation, but which has never satisfied anybody, and which has worked so disastrously for the best interests of the island as to be now without a single defender in the whole community.

The discontent prevailing in the island, which is now recognised by Lord Ripon as chronic, dates from this change in the constitution. The commercial and industrial decline also dates from the same period. The population is now decreasing, and with it trade and production have also gone down. The hitherto stable finances of the Colony have, under the present system, been landed in inextricable confusion. As the expenditure has steadily increased to meet the demands of the official class, which is entirely out of sympathy with the bulk of the population, the Government has been driven to constantly fresh recourse to taxation, until the pressure, which is principally on the new class of peasant proprietors, has become so great as to make it impossible, or well nigh impossible, for it to hold its ground in the country. Hundreds of small sugar mills now lie abandoned in all parts of the island, the owners have either fled to Venezuela or to the French Colonies to escape the pressure of the local taxes. Those who still cling to their little homesteads being in constant contact with their relatives and with men of their own race in Guadeloupe and Martinique—where universal suffrage exists, and where with the full enjoyment of every political right there is a contented and prosperous population,—cannot but contrast, to the disadvantage of the latter, the very different policy of France and England to their coloured West Indian subjects. The conviction has, in consequence, been forced upon them that their only escape from the intolerable burden of their present situation lies in a wholesale removal to the neighbouring French Colonies, in which there is room for a much larger population than that by which they are at present occupied and where the language and religion is the same as in this island.

If the disaffection now prevailing is to be allayed there must be a reversal—I say up to a certain point—of the policy of the English Government towards this island. For the demands of the people do not now go so far as to embrace the re-establishment of the former system of legislature by two Chambers. What is really and urgently desired is an effective control by the taxpayers, through their representatives, of taxation and expenditure, and the ratepayers will be willing to consider any plan that proposes to secure that end. They believe that a Legislative Assembly composed, as regards two-thirds of its members, of elected representatives, and as to the other third, of the heads of departments, would be an efficient instrument for doing the work of legislation and taxation in the Colony in existing circumstances, the Governor having the right of veto on Bills deemed to affect the prerogative of the Crown, or the rights and interests of the unrepresented part of the population in the case of the present restricted franchise being retained.

A. R. LOCKHART.

No. 2.

Abstract of Memorial signed by Members of Legislative Assembly and others, known as the "Imray Memorial," to the Secretary of State, appearing in the "Official Gazette" of Dominica of 8th July 1873.

In this Memorial the soundness of the principle of Federation in the abstract was not disputed, but it was urged that Federation came from without and did not take its origin among the people of these Colonies, and that, had no influence been used or pressure been brought to bear in various directions, it would not have been accepted by the Island legislators. Its introducers advocated it on the ground that it would promote economy and efficient administration, but experience showed that the ordinary expenditure had been increased without any equivalent advantage, and that the promise "that every island should retain the exclusive regulation of its own finances" was not fulfilled, while, as regards increased efficiency, it was urged that the promises in this respect had completely broken down, and that greater difficulty and delay had occurred in the

transaction of public business. It was further urged that from a want of acquaintance with facts, such as the difficulties of means of communication in Dominica, on the part of the Federal legislator certain defective and oppressive laws had been introduced, more particularly with reference to the law relating to juries, while the general laws enacted by the Federal Assembly exhibited a want generally of adaptation to the varying requirements of the different Presidencies. The result was stated to be a widespread feeling of discontent in the Island, and it was suggested that the Federal Legislature should be allowed to interfere as little as possible with the internal government of each Presidency.

Abstract of Reply from the Secretary of State, dated 19th September 1873.

In this reply of the Secretary of State it was stated that it must be a work of time before all the advantages which may be anticipated from Federation can arise, and that the power conferred upon the Federal Council to deal with certain subjects necessarily carried the power to determine the amount of contribution to be made by each island for the purpose of giving effect to Acts passed by the Council.

No. 3.

Protest of the Elective Members of the Legislative Assembly against certain Bills (principally Tax Bills) recently passed, nominally by the House; and also against the arbitrary and indefensible cause adduced by Viscount Gormanston in the passing thereof.

Whereas elections for members to represent the electoral divisions of the island in the Legislative Assembly, having been held in the month of August last, his Excellency Governor the Viscount Gormanston convened a meeting of the said House of Assembly for Monday the 6th day of September 1886, and at which meeting his Excellency was present and presided as Chairman.

2. And whereas after enumerating a few parsimonious and insignificant economies which in no material way affect the already excessively heavy taxation of the country, the announcement by Viscount Gormanston of the projected imposition of additional taxation (especially a Land Tax) on the people of this island, at a juncture like the present when West Indian Agriculture (our sole support) is passing through a crisis of unprecedented severity, and without any serious attempt to economically retrench in other directions, gave rise to profound discontent among the peasant proprietary and house owners; nor was this popular discontent in any degree lessened by the manner in which Viscount Gormanston subsequently forced his tax measures through the House.

3. And whereas a meeting of the Legislative Assembly was held on Tuesday, the 7th September, 1886, and was presided over by his Excellency Governor the Viscount Gormanston, whereat six Bills, of which notice had been given only the day before, were read a first time by title, namely:—

(1.) Bill for the uniform valuation of lands, tenements, hereditaments, for the purposes of taxation.
(2.) A Bill to impose a general tax on lands and houses throughout the Presidency.
(3.) A Bill to amend the General Tax Act, 1879.
(4.) A Road Bill.
(5.) A Tonnage Bill.
(6.) A Bill to amend the Franchise Act, 1886.

4. And whereas only the first three above mentioned Bills were then before the House, and copies but of these three were then in the hands of members, who had received them only during the previous sitting on the opening day of the session, the day before.

5. And whereas by the Standing Rules of the House it is declared that "no Bill shall be advanced more than *one* stage at each sitting," not shall any standing rule be suspended "unless on motion made for that purpose *a majority of the members* do vote for suspension.

6. And whereas upon the said above mentioned six Bills being read a first time by title, it was moved on the Government side of the House that the said standing rule be suspended in order that the Bill (No. 1) "providing for the uniform valuation of lands, tenements, or hereditaments for the purposes of taxation" should be read a second time, whereupon

it was moved and seconded on the Elective side that the House do adjourn to the following Monday for the purpose of enabling the representatives of the people to give that consideration to the several measures which their gravity and novelty imperatively demanded at their hands, and in order also to guard the House from being committed to the principle of a particular measure which was inadequately understood at least by the representatives of the people, who, up to that period of the session, had been engaged in the deliberation and discussing of Lord Derby's important "Draft Resolutions" advocating a closer federal union, and who had, therefore, had neither time nor opportunity for the consideration of any other Legislative business.

7. And whereas, this application for an adjournment, so reasonable in itself and so necessary under the circumstances, did not meet with the favour of Viscount Gormanston, and accordingly, upon a division all the Nominee Members voted against all the Elective Members, and the votes being equal the motion was lost by the casting vote of the Chairman, Viscount Gormanston, who also carried the suspension of the Standing Rule in the same way.

8. And whereas, the Standing Rule being suspended, it was then moved on the Government side of the House that the said Bill be read a second time, whereupon it was moved and seconded on the Elective side for the purpose aforesaid, that the House do adjourn to Thursday, the next day but one, but this motion for a shorter adjournment was again opposed on the Nominee side, and on a division was, in like manner, lost by the casting vote of the Chairman.

9. And whereas, the Elective side of the House was encouraged to propose the second adjournment in consequence of two of the Crown nominees (Messrs. Francis Philip Latouche and William Coull, paid officials) having intimated that they would support a motion for an adjournment, shorter than Monday as at first proposed, but on a division, the same Members voted in the negative (in consequence of a direct declaration by the Attorney-General that no adjournment would be granted) showing thereby the utter subjection of the Nominees to the will of the Governor, and that practically the Governor constitutes the Legislative Assembly and that the Elective element exists but in name only.

10. And whereas, from the persistent refusal of Viscount Gormanston to afford the time asked for it became manifest to the Elective Members as well as to other persons that no proposition which might be submitted by the representatives of the people, either as to the principle or to any of the details of the proposed schemes would be entertained by his Lordship, and therefore the occupation of their seats by the Elective Members in the House during the passing of those measures, would not only be unproductive of any public advantage, but would be a surrender of that self-respect which they are not disposed to sacrifice, and they came to the conclusion that the proper and dignified course for them to pursue was to quit the scene, and they accordingly rose and left the House; and they claim to be exempt from all responsibility in reference to those measures which were all eventually passed within four days without challenge or discussion in a house composed exclusively of seven Nominees, presided over by the Governor.

11. And whereas, the manner in which these Tax Bills were so passed as aforesaid is repugnant to the fundamental maxim that without representation there can be no taxation, a maxim which has been ever heard echoing and re-echoing throughout the British Empire, but at no period with louder voice than in recent times.

12. And whereas it appears that little or no respect is entertained by the Government for the views and opinions of the Elective Members of Assembly who are, in virtue of such treatment as is complained of, regarded by the Government as a silent factor in the local Legislature, yet in such a restricted and contemptuous view of their legislative duties the representatives of the people are unable to concur, and assuming that the Elective element is intended rather to personify and to assert, albeit in a limited form, the already enunciated principle of "no taxation without representation" it cannot be too strongly deprecated that in matters of such paramount importance as the increase of taxation the voice of the people is capable of being arbitrarily and unjustifiably stifled.

13. And whereas, consequent upon the said refusal by Viscount Gormanston of time to enable the Elective Members to consider the said tax measures, public meetings have been held throughout the country at which not only have those measures been condemned, but the course pursued by the Elective Members has, with the exception of a few interested persons, met with *entire* approval.

14. And whereas, the Bill imposing a general taxation on houses and land is a new departure in the system of taxation in this Presidency; nor does it appear by its imposition any reduction will be effected in existing rates, but rather that the

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15. And whereas, during the first, second, and third day's meetings of the House, the Nominee side consisted of five paid official and two unpaid Members, but on the fourth day Mr. James Cox Fillan having, after the previous day's sitting, resigned his seat, Dr. Williams, a paid official, was appointed in his place; so that before and at the time of the passing of the said Tax and other Bills the Nominee side of the House consisted of *six* paid official Members and only one (nominally) unpaid Member, but this one gentleman, Mr. Acton Don Lockhart, formerly occupied a seat on that side of the House and was then, and has been at other times, subsequently in the receipt of government pay, and doubtless looks forward to being again employed in the public service. It can be no wonder, therefore, that one side of the House being thus constituted, the Governor, with the aid of his casting vote, which is systematically resorted to, should be able to render the Elective element of no force or effect.

16. And whereas, now and at the time of the passing of these said Tax Bills, none of the Nominee Members (save one who possesses a house and lot in town) owns so much as an inch of land within the Presidency, and it may be said that six of them being paid public servants they have a direct interest in the Tax Bills for which they vote, or rather are bound by their official tie to vote.

17. And whereas, grave fears are entertained that, in the event of the Royal Assent being given to these said tax measures, but especially the Land and House Tax Act, containing the obnoxious clauses in respect of the liability, in the first instance, of the goods and chattels of the proprietors, beside the land itself, for the tax, the collection thereof will not be effected without serious disturbances of the peace, in the present aroused temper of our exasperated fellow-subjects, the interests of justice, the preservation of order, and the policy of beneficial government, all point to the necessity for the speedy disallowance of the said Bills.

18. And whereas, there can be neither efficiency nor economy of government so long as the Elective voice in the local Legislature may be practically stifled, but rather, as is proved to be the case, that taxation has become more burdensome and public expenditure has increased, ever since the control of public moneys was taken from the representatives of the people, who are now loudly crying out for an enlargement of the representative element, whereby the expenditure of the finances would be controlled and inordinate taxation and wasteful expenditure would be avoided and prevented.

19. And whereas, the Elective Members having good reason to believe that it is the fashion to represent at Downing Street all popular expression of discontent as "factious," and likewise to cast discredit on the serious representations of the people's grievances, urgently request that should any attempt be made to deny any of the statements contained in this Protest an opportunity of confronting and replying to any such denials may be afforded them.

20. Wherefore we, the Elective Members of the Legislative Assembly of Dominica, in the name of ourselves and on behalf of the people of this Presidency, do protest against the contemptuous disregard with which Viscount Gormanston has treated the views of the entire Elective side of the Legislative Assembly, and against the undue haste with which his Excellency, by means of his paid and unpaid Nominees, supplemented by the persistent use of his unpopular casting vote, has carried through the House certain tax measures, which we fear, as before stated, are fraught with evil to the Presidency of Dominica; and we venture to urge on Her Majesty's Principal Secretary of State for the Colonies the expediency of advising Our Gracious Sovereign to disallow the said Tax Acts so hastily passed through the Assembly as aforesaid by Viscount Gormanston and his specially selected Nominees.

WM. DAVIES,
SHOLTO R. PEMBERTON,
A. DAVIES RIVIERE,
D. O. RIVIERE,
J. W. BELLOT,
A. R. LOCKHART,
HY. HAMILTON.

Reply from the President of Dominica.

Gentlemen, President's Office, December 8, 1886.

The Governor has received a despatch requesting him to inform you that the Secretary of State has received your protest, but that, while he regrets that the second reading of the Valuation Bill on the same day on which it was introduced was persisted in when you unanimously objected to the suspension of the Standing Order, he does not consider that you were on that account justified in the dereliction of your duty by absenting yourselves from the meetings of the Assembly, and that, though he regards it as unfortunate that the important measures which were enacted in the recent Session of the Assembly should not have had your consideration, yet being satisfied that those measures were wise and necessary for the welfare of the Presidency, he felt it his duty, after giving full consideration to your protest, to advise Her Majesty not to disallow these Acts.

The changes in taxation of which you complain appear to him to be calculated to relieve the peasantry from injustice, by extending the burden of taxation to other classes, who have hitherto not contributed their proper share of the necessary expenses of Government, and he feels confident that when their real purport is understood, they will be regarded with approval by the people of Dominica.

I have, &c.

(Signed) J. S. CHURCHILL,
Acting President.

William Davies, Esquire, and other Elective Members of the Legislative Assembly.

No. 4.

Motion made by Elective Members of Assembly in 1885 against the raising of further loans until equilibrium was established between revenue and expenditure.

"Whereas it has become a principle in the Government of the Presidency to meet deficits in yearly revenue by means of loans raised on the public credit without at the same time formulating any system of retrenchments whereby a recurrence of such deficits may be in future avoided:

"And whereas persistence in such a course of financial maladministration is calculated to bring not only general discredit and ultimate ruin on the Presidency, but also to necessitate such crippling burdens on local industries and on the individual taxpayer that the former will be in danger of being extinguished, and the latter be driven away from the island in greater numbers than at present:

Resolved,—"That this House refuses to countenance the raising of any additional loans until the yearly expenditure has been so far reduced within revenue that not only will loans become unnecessary in future but a margin will be left for gradually defraying the Presidency's outstanding engagements."

This motion was lost.

No. 5.

Petition to the Queen and Protest of Elective Members on the passing of the Medical Aid Act, 1880.

To the Queen's most Excellent Majesty.

Gracious Sovereign!

The Elective Members of Your Majesty's Legislative Assembly of this Your Majesty's Island now Presidency of Dominica beg to approach your most Excellent Majesty with their accustomed loyalty to their beloved Queen and warm attachment to the great nation to which they belong. They unfeignedly regret that the highly unpleasant duty has devolved upon them of representing to Your most gracious Majesty certain legislative proceedings of his Excellency George Berkeley, Esquire, Companion of the most distinguished Order of Saint Michael and St. George, Your Majesty's Governor of the Colony of the Leeward Islands. But in the present crisis of the affairs of the Island they consider it an unshrinking duty they owe to the country they

represent, to themselves, and, they may add, to the Imperial Government, to lay those proceedings at the foot of the throne.

2. They humbly beg to be permitted to pass in review certain events, facts, and circumstances anterior to the proceedings herein-after represented.

From the date of the Royal Proclamation of June 1775 the Legislature consisted of a Board of Council and a Lower House of Assembly. The members of that Board were appointed by the Crown, at its pleasure, from among the leading residents. As fixed by that proclamation, the House of Assembly consisted of 19 members, elected by the people, and nine of those members formed a *quorum*. A subsequent Statute, passed on the 8th January 1858, Act No. 135, Vol. 2, page 397, Laws of Dominica, enacted in its second clause :—" That at any meeting of the said House at which a less " number than nine members shall be present no measure shall pass unless five members " at least shall vote for the same." This law was affirmed by another passed on the 9th September 1862, enjoining that nine members at least be necessary to form a House and that a majority of that number be sufficient to pass a measure.

3. The Legislature continued so constituted until the year 1863, when "The Constitution Act, 1863," combined both branches into one body, called the Legislative Assembly. On the coming into operation of that Law, the members of both boards became respectively the Members of the Legislative Assembly, as authorised by clause 34 of the Act; the Members of Council being called in that Statute "nominated Members," and commonly nominees. But the fourth clause of that Law required in any new Assembly that nominated Members (who thus occupy the position of Members of the late Board of Council) should be qualified in the same manner and to the same extent as is requisite for the elective Members. The qualifications as laid down by "The Franchise Act, 1863," are from their nature local. It results from this that as well the nominees as the electives were bound to be residents. Accordingly, nominees were always elected from residents, and, indeed, it could not be otherwise, since the island was a subordinate independent Government. And the circumstance that the clause postponed the Crown's power of appointment of nominees until after any general election showed that the people should have the first selection. But the 18th clause enjoins that "the *quorum* shall consist of nine Members, exclusive of the Speaker, of " whom at least eight shall be representative Members." The popular element was thus made double the nominee element in the quorum.

4. Two years later "The Supplementary Constitution Act, 1865," among other things, fixed each branch at seven Members. This measure repealed the fourth clause of the original Act, but re-enacted the proviso requiring the postponement of the power of nomination until after every general election. The Crown was thus left to pursue in nominee appointments the theretofore invariable rule that obtained in Legislative Council appointments; thus, by implication, retaining, or rather re-enacting, the residency of nominated members. This supplementary Act fixes the *quorum* at five Members, but is silent as to how it should be composed. But as the original Act had in a repealed clause made the *quorum* consist of both elements, and the elective being double the other, the Assembly passed a salutary rule in the same spirit, enjoining that the presence of five elective Members at least should be requisite to pass any measure. This rule was in operation until the late dissolution, and it worked satisfactorily.

5. This Island continued as an independent subordinate Government, that is to say, a Lieutenant Government under the general Government until 1871, when it was federated or confederated with the other independent subordinate governments into one federal colony, styled the Colony of the Leeward Islands; each government thenceforth becoming what it still is, a Presidency. Many of the insular laws of each island or Government passed previously to federation continue in full force and operation and unaffected and unrepealable by federal legislation, *e.g.*, both of the Constitution Acts hereinbefore referred to and quoted. It therefore follows that the constitution of this Presidential Legislature stands, or ought to stand, as of right, just as if Federation had never been passed or accomplished.

6. Having premised this short narrative, the Electives will now proceed to deal with the subject-matter of their protest, and constituting the proceedings complained of.

Composed entirely of natives of the Island, and consequently better acquainted with its wants and its topography, the representative body and, indeed, the Assembly differed from the Governor on certain matters of detail respecting a Medical Act, but chiefly in a matter of 50*l.* in connexion with the salary of a medical officer. Some time thereafter his Excellency was pleased to dissolve the House on the 7th instant.

7. Pursuant to Proclamation the new Assembly met on the 31st January last and sat daily part of the ensuing week, the Governor presiding. To the surprise of the Electives they saw filling, for the first time, non-elective seats, three paid non-resident officials, the Honourable the Colonial Secretary, the Auditor-General, and the Clerk of the General Legislative Council, all residents of Antigua, and wholly unpossessed of any stake or interests in Dominica. The other four non-elective seats were filled by local officials, namely, the Public Treasurer, the Civil Engineer and Inspector of Roads, and two District Magistrates, nominee Members of the late Assembly. The Honourable William Macintyre, and William Stedman, and Francis Philip Latouche, Esquire, late unofficial resident nominees had been displaced to make way for the three non-resident paid official nominees. Messrs. Macintyre and Stedman were Members of the late Board of Council who, with others of that body, became, upon the union, Members of the Legislative Assembly; Mr. Macintyre continuing as such until the late dissolution and was, as the planting attorney of nearly all of the large proprietors of the island, regarded as representing the proprietory body or interest, and Mr. Stedman, a merchant, as representing the mercantile body or interest; and Mr. Latouche is a member of the Bar who used to act here occasionally for the Attorney-General as Crown Prosecutor.

8. Upon its first meeting the present Assembly framed new Rules, and among them, one altering the day and hour of meeting into daily meetings at the early hour of 11 a.m., unless otherwise decided. Another Rule was passed making the *quorum* to consist of any five members, thus abolishing the old salutary rule. At that meeting the Colonial Secretary gave several notices of Bills for the next day, and, on the following and every subsequent day during the sittings, he gave notices of measures all of which he brought forward on the morrow accordingly, without any printed or spontaneous written copies, save a few copies of one or two Bills such as the Medical Bill, furnished only at the earnest remonstrance and request of the electives.

9. Without even the slightest agitation existing among the people in favour of the herein-after mentioned or any other change of the Constitution, and without any petition or memorials seeking that or any other change whatsoever thereof ever having been transmitted to either the Imperial or the Local Government, the latter Government through the Colonial Secretary, gave, on Monday the 2nd instant in the Assembly, notice of a Bill to be introduced the following day to amend the 12th clause of the "Supplementary Constitution Act, 1865," *firstly*, by repealing the provision compelling the Governor to cause a Session of the Legislature to begin in the months of January and July every year, and to empower him to convene the Assembly by proclamation at his pleasure, once at least every year; and, *secondly*, to confine the initiation of Money Votes to the Executive. In the evening or night of the same day printed copies of this Bill were distributed among the electives.

10. Accordingly, on Tuesday the 3rd instant, whilst the Acting Chief Justice of the Leeward Islands, Mr. Justice Hancock, was sitting near the table and in close proximity to the Governor and the Colonial Secretary, and assisting them with whispered and slips of written advice, directions and explanations, as the Acting Chief Justice did throughout the session, the Colonial Secretary, dormant Lieutenant Governor, introduced and pressed on the Bill. And His Excellency Governor Berkeley carried the measure by his casting vote as well in the House as in Committee, as he did several of the other Bills, in the face of the earnest remonstrance and the unanimous determined opposition of the entire body of representative Members.

11. The Bill is at once subversive of the political Constitution of the Island in that, it destroys, *firstly*, the immemorial right and privilege of the Assembly—a right and privilege inherent in every Legislature, namely, the right of meeting after the opening of any session, upon any emergency or whenever circumstances require; and, *secondly*, the immemorial right and privilege of the representative element in being the guardians of the public purse.

The appointment of the three non-resident Official Nominees being contrary to the inflexible Rule in the late Board of Council appointments, to the invariable practice pursued since the legislative union of both bodies until the dissolution of the late Assembly, and to the spirit of the re-enacted proviso in the 4th section of the "Supplementary Constitution Act, 1865," enjoining the postponement of the exercise of the power of nominee appointments until after every general election, and thereby impliedly re-enacting the spirit of the repealed 4th section of the original Statute, in that nominated members shall be inhabitants; and since the non-resident paid official non-electives must return to their posts and their homes, and can consequently only pay

Dominica angels' visits, few and far between, the Governor was driven in the first instance, to hold early daily meetings and to run at railroad speed and without the pre-knowledge of the representative side of the house, through a mass of legislation in the late sittings, some of it seriously affecting the social, the fiscal, and the political position of the Island, and in the next instance, to reduce the local Assembly, as said by one of the Representatives in his place in the House, "into a kind of Circuit Legislature." This humiliating position of the Assembly was also partly necessary to avoid the operation of the 29th clause of the "Constitution Act, 1863," enacting among other things that upon the failure of any member for three months, without approved cause, to give his attendance in the Assembly, his seat shall become vacant. Thus to cover the unmerited slur cast upon the country in the appointment of three non-resident public servants, the Governor was driven to impose upon the Assembly the humiliation, if not indignity, of being reduced into an irregular Circuit Legislature, one wrong act thus giving rise to another.

12. With regard to the right and privilege of the popular element in being the Guardians of the public purse: for the purpose of punishing the Electives as also the non-electives who differed from him, in short, the late House, the Governor seeks to destroy altogether that right and privilege nowhere mentioned in any of the Constitution Acts, but which rests upon immemorial usage and custom in imitation of the Imperial Parliament.

13. Not being aware in time of the text of the Bill, the Electives could not on its passing, enter any protest, and were precluded from doing so the following day from the earliness of the hour of meeting. But they intended to avail themselves of the adjournment from the Wednesday the 4th instant to the next Monday the 9th instant. But on the intervening Saturday, the 7th instant, his Excellency was pleased to prorogue the Legislative Assembly to the 29th April next.

14. Being thus precluded from recording their protest they sent to the Governor, by a deputation of their body, a Notice of Protest, copy whereof is hereunto appended.

15. All the bills passed by the Assembly and assented to by the Governor were published on the 9th instant. And his Excellency and the three paid official nominees, and other members of his suite, left the Island by the Royal Mail steamer on the night of the 11th instant, for Antigua, their home.

16. As the independence of the Assembly has been subverted by its being reduced into a kind of Circuit Legislature, particularly as the immemorial right and privilege of the representative element, in being the guardians of the public purse, has been destroyed; and as illegality inheres, and must inhere to the Bill amending "The Supplementary Constitution Act, 1865," as also to all the other measures already passed, and hereafter to be passed by the Assembly so constituted contrary to the inflexible rule in the late Board of Council appointments, to the invariable practice that obtained since the Legislative Union until the late dissolution, and contrary to the spirit and intention of the Constitution Acts applicable to the Presidency of Dominica only, the Electives beg, in all humility, to submit for the Royal consideration, the following grounds amplifying those contained in their Notice of Protest:—

Firstly.—The appointment of three paid officials, non-residents in this Island, to sit in the local Assembly, is unsustainable in law, and contrary to the spirit of "The Constitution Act, 1863, and the Supplementary Constitution Act, 1865."

Secondly.—The appointment of paid public servants alone to fill all the nominee seats in the Legislative Assembly is contrary to the inflexible rule that obtained in the late Board of Council appointments, to the invariable practice since the union of the two Legislative bodies until the late dissolution, and to the spirit and intention of the said Constitution Acts.

Thirdly.—The Bill passed on the 3rd February instant to amend "The Supplementary Constitution Act, 1865," has the tendency to "reduce the Legislative Assembly into a kind of Circuit Legislature," and is subversive of the immemorial right and privilege of the representative element in being the constitutional guardians of the public purse.

Fourthly.—The measure emanated solely from the Government, and was carried by the Governor's casting vote in the face of the stout opposition of the entire body of representative Members.

Fifthly.—From the equitably objectionable, at least, and *ultra*-customary appointment of nominated members to the present Assembly, grave illegality inheres and must inhere to all the measures already passed and hereinafter to be passed.

Wherefore, the Elective Members of Your Majesty's Legislative Assembly most humbly pray that your most Excellent Majesty would be graciously pleased to signify the Royal disallowance of the said Bill amending "The Supplementary Constitution Act, 1865," or, that failing this, then, that your most Gracious Majesty would be pleased to grant any other relief in the premises as in the Royal wisdom, sense of justice and equity may seem meet.

(Signed) JOHN BELLOT.
A. C. POTTER.
JOS. E. DUPIGNY.
H. R. ELWIN.
J. W. BELLOT.
L. A. GIRAUD.
CHAS. BEAURISSEAU.

26th February 1880.

To His Excellency GEORGE BERKELEY, Esquire, Companion of the most distinguished Order of Saint Michael and Saint George, GOVERNOR in and over the LEEWARD ISLANDS, VICE-ADMIRAL, CHANCELLOR, and ORDINARY of the same, &c., &c., &c.

MAY IT PLEASE YOUR EXCELLENCY,

WE, the Elective Members of this Presidency intended to give, on Monday last, the 9th instant, the day to which the house was adjourned, notice of protest, but by the unexpected prorogation of the Legislative Assembly by your Excellency on the 7th instant, we were deprived the opportunity of doing so.

We now most respectfully beg to notify your Excellency that we intend to enter our protest.

1st. Against the appointment by your Excellency of three gentlemen, officials, and non-residents in the island, as members to sit in the Local Assembly, on the ground that such appointment is contrary to the spirit of the Constitution Act, 1863, and the amended Constitution Act of 1865.

2nd. That we also intend to protest against the Bill passed on the 3rd instant, to amend the Supplementary Constitution Act, 1865, on the ground that the measure was passed by casting vote of the Governor only, His Excellency then presiding.

3rd. That we intend further to protest against the appointment of paid officials only as nominees, on the ground that such was not the intention when the law was framed.

We request, therefore, that your Excellency will be pleased to defer the forwarding of the Amended Constitution Bill for Her Most Gracious Majesty's assent until the next packet, in order that our protest may accompany the Bill, and in the event of your having already posted your despatches, then and in such case we request that your Excellency will be pleased also to forward by this mail the present notice, in order that Her Majesty's Secretary of State may await the arrival of our protest.

(Signed) JOHN BELLOT.
A. C. POTTER.
JOS. F. DUPIGNY.
H. R. ELWIN.
J. W. BELLOT.
L. A. GIRAUD.
CHAS. BEAURISSEAU.

Roseau, February 10, 1880.

No. 6.

ACT No. 23 OF 1880 and PROTEST of ELECTIVE MEMBERS of LEGISLATIVE ASSEMBLY against the ACT No. 9 of 1883 modifying its provisions.

By this Act the sum of 5,600*l.* was authorised to be raised for "Services described in "the Schedule hereto annexed, such sum to be applied in the manner described in the

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" Schedule and for no other purpose whatsoever." The Schedule to the Act is as follows :—

	Not exceeding.		
	£	s.	d.
Embankment of River Roseau - - - - - -	3,000	0	0
Repayment of expenses incurred by the Defendants in the case of Falconer *v.* Doyle and others.	1,000	0	0
Extension of the Roseau Waterworks to Charlotte Ville - - - -	300	0	0
Waterworks for the Village of Pointe Michel - - - - -	300	0	0
In aid of Revenue, 1880 - - - - - -	1,000	0	0
	£5,600	0	0

PROTEST of the ELECTIVE MEMBERS of the LEGISLATIVE ASSEMBLY against a Bill introduced by the Governor for withdrawing a sum not exceeding 1,200*l.* from the Roseau River Embankment Fund included in above Act No. 23 of 1880.

This Bill, which became Act No. 9 of 1883, made it "lawful for the Governor to "appropriate an amount not exceeding 1,200*l.* by his Warrant on the Treasurer of "the money at present to the credit of the Roseau Embankment Fund to meet the "expenditure incurred in repairing the injury and damage caused to the jetty and "sea wall and to the various Public Buildings of this Presidency by the Hurricane of "the 4th and 5th of September 1883."

This Protest, appearing in the "Dial" of December 29th, 1883, sets forth :— (1.) That the sea wall was, owing to neglect, in a greatly damaged state long before the hurricane. (2.) That whereas the Bill declares that certain alterations were made in the original plan for embanking the River Roseau, no statement has been submitted to the House in support of this allegation. (3.) That the original sum of 3,000*l.* raised for the embankment of the Roseau River was raised by Debentures under the Act 23 of 1880, which declared that the same should be appropriated to that purpose and to no other whatsoever. (4.) Because the amount of 3,000*l.* was based on estimates laid before the House showing that the amount was required for the purposes so specified. (5.) Because the sum of 218*l.* 16*s.* 3*d.* has already been expended in the construction of a piled spur intended as an embankment, but which, as was anticipated from its insufficient construction, was washed away by the first overflow of the river after the work was completed. (6.) Because the Elective Members believe that the balance will not be sufficient to accomplish the embankment of the river. (7.) Because a part of the sum sought to be withdrawn from the embankment fund is intended to be applied to a purpose not mentioned in the Bill, and not only not sanctioned by the House, but in direct opposition to a resolution of the House, and to the dissatisfaction of the general public. (8.) Because the works for which provision was made in the Act were commenced without any previous application to the House, although the House was then sitting. (9.) Because of the unskilful mechanics employed and the want of control over such works, it is feared that more than 1,200*l.* will be required to complete the work, and that a further sum will have to be appropriated to it. The Elective Members, therefore, pray the Secretary of State to disallow the Bill, and urge most strongly that some control over the expenditure of public money should rest with the representatives of the people.

ABSTRACT of DESPATCH from SECRETARY OF STATE to GOVERNOR in reply to above Protest, dated March 15, 1884.

In this letter the Secretary of State expresses his regret that when Act No. 9 of 1883 was before the Assembly they were not furnished with fuller information, but that if it is shown from information which he calls for, that the balance of the loan fund will be

sufficient for the embankment, he does not think that there is any reasonable ground for objection to the proposed application of part of that fund to meet the unavoidable and heavy expenses entailed by the hurricane.

No. 7.

Abstract of Protest to the Secretary of State respecting Yacht purchased by Governor. Minutes of February 20, 1883.

In this protest the Elected Members animadvert most strongly upon the purchase of a yacht by the Governor without their previous concurrence, and protest further against the manner in which the votes for the maintenance of the yacht were forced through the Assembly.

No. 8.

Abstract of Resolution of House of Assembly on January 23, 1883, respecting obtaining supplies from the Crown Agents for the Colonies.

In this resolution it was proposed that all supplies required for the use of the Presidency should either be imported direct from a London trading firm or be put up for local competition by tender.

The refusal of the Secretary of State to accept this recommendation was also put in evidence.

No. 9.

Protest of Elective Members on August 7, 1890, against the Vote on the Resolution for the loan of 10,000*l.* additional, passed at the sitting of the 26th day of June.

1. The Resolution granting the power to raise the said sum was passed by the casting vote of his Excellency the Governor, and was opposed by all the representatives of the people who were at that meeting, and it is believed to be a cardinal principle that no financial burdens can be imposed without the people's consent.

2. The spending of this large sum of money is vested in the Governor alone, whose handling of the previous loan of 20,000*l.* (which was sufficient to cover the cost of the works projected) has given rise to great popular discontent by reason of the large proportion thereof wasted by his Excellency in abortive surveys of useless road routes, in enterprises of doubtful benefit to the community, and in exorbitant salaries to incompetent engineers and other assistants.

3. The bulk of the taxpayers of this Presidency is opposed to any further increase of the public indebtedness which means heavier taxation in the near future than they will be able to bear, in spite of his Excellency's declaration to the contrary.

WILLIAM DAVIES.
HENRY HAMILTON.
JABEZ J. L. BELLOT.
D. O. RIVIERE.
L. A. BELLOT.
S. R. PEMBERTON.

No. 10.

Petition, dated 8th January 1863, to Her Majesty the Queen against the substitution of the Single Chamber for the two branches of the Legislature which previously existed. The reply thereto to the effect that the Secretary of State was unable to recommend that the prayer of the memorial should be granted.

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No. 11.

MINUTE of the Elective Members of the LEGISLATIVE ASSEMBLY of DOMINICA, of 4th August 1891. Appearing in the "DOMINICA GUARDIAN," September 9, 1893.

WHEREAS Governor Sir W. F. Haynes-Smith presided at a meeting of this House held on the 22nd day of May, 1891, whereat his Excellency delivered one of his usual specious and plausible addresses; and whereas upon motion made from the Elective side of the House that a Committee be appointed to reply to his said address, his Excellency as Chairman, declared that the motion was lost, and declined to nominate such committee of reply; and whereas ever since the appointment of Sir (then Mr.) W. F. Haynes-Smith as Administrator of this Colony in March, 1888, and subsequently as Governor of the same in November, 1888, it has been the practice of his Excellency when presiding over the meetings of this House to deliver speeches containing matters of a controversial nature concerning which grave differences of opinion exist, and carrying on the face of some of them misleading statements of facts, gross inaccuracies, palpable contradictions of former pronouncements, and a number of broken promises and pledges which remain unredeemed to the present day; and whereas the Elective Members of this House, taught by past experience, have reason to fear that such utterances by the Governor may at some future time be quoted as the unanimously accepted statement of unchallenged facts, they now consider it an imperative duty to enter on the records of this House their emphatic dissent from and disapprobation of some of the matters contained in the speeches referred to, especially such as touch on the progress and conduct of the public works under the Loan, in evidence whereof they cite the following statements and extracts from his Excellency's Addresses and Messages to this House:—

1. In his Excellency's Address of the 16th May, 1888, after insisting that the first condition-precedent to the prosperity of the island was the improvement of the means of communication, it is stated in paragraph 7: "It does not appear that it would be necessary "to increase the rate of taxation; what is required is to insure the collection of it." In a communication from the Secretary of State to the Administrator, dated 11th July, 1888, and embodied in the Governor's Address to this House on the 21st August, 1888, there occurs this paragraph: "I share the hope which you express that, as the result of "an improved collection of revenue, it may before long be found possible to reduce "taxation, and I concur in your opinion that the income tax should be abolished as "soon as possible." But notwithstanding this *ad captandum* announcement that the rate of taxation was not to be increased, on the 11th June, 1888, his Excellency, in paragraph 6 of his Address stated that: "To supply the deficiency (caused by the "abolition of the export duties) and to raise further revenue it is proposed to levy a tax "of 2 per cent. on estates and 1 per cent. on house property." The following table compiled from the yearly estimates submitted to this House showing the enormous increase in revenue in the last two years, proves conclusively that every available penny of revenue is collected, as the revenue of this island has never yet been collected since its existence as a Colonial dependency:—

	£
1887—Revenue - - -	16,567
1888— do. - - -	17,180
1889— do. - - -	21,247
1890— do. - - -	21,482
1891— do. - - -	24,045

In other words, the Government extracts from the people the half of the value of the total production of the island and an increase of 8,000*l.*, or 33 per cent., over previous taxation, but no suggestion from his Excellency is to be found on the subject of reduction of taxes.

With this simultaneous realisation of "further revenue" and the improved collection of the same, the Governor promised and vowed many things. In paragraph 10 of his Address of the 11th June, 1888, his Excellency says: "If the proposed taxation with "the amounts payable under the new Road Bill, to which I will presently allude more

" particularly, are recovered the revenue thus placed at the disposal of the Legislature (!) " will enable them to provide for the development of the trade and industry of the " island, the promotion of higher education, the improvement of the means of commu- " nication, and the general progress of the country." With the census papers disclosing a serious falling off in the number of the population; with the high school for boys, steam communication round the island and along the Leeward coast still but castles in the air; with the road for wheeled traffic and the bridges to Layou still at their initial stage; and with the public Treasury unable to meet its liabilities when due, the promotion of " the general progress " of the island by the Governor must remain a moot point to be decided in accordance with the private inclinations of each member.

2. It is in dealing with the public works under the Loan that the Governor retains the height of inconsistency and inaccuracy. Passing by the inconsistency of his Excellency's attitude in paragraph 4 of his Address of 16th May, 1888 (as illustrated by his practical abolition of the Road Board, the passage of the vote for 10,000*l.* loan by his Excellency's casting vote, and his initiation of the Portsmouth-Lasoye Road of his own motion), which reads as follows: " I have no preconceived ideas, and while here I only desire to act " with you and for you in developing a country which must attract every person visiting " your shores," the Elective members come to the construction of the road for wheeled traffic and the cost of the bridges.

In paragraph 5 of the Governor's Address to this House on the 21st August, 1888, the paramount importance of this work in the opinion of members of the Road Board is clearly set out: " The Road Board are unanimous in opinion that the bridges should be " erected as speedily as possible." Further insistence is made on this point by the Governor on the 7th March, 1889, in the following words: The surveying work must, " however, be interrupted as soon as the working plans of the bridges arrive, for I think " you will agree with me in considering that however urgently the survey may be " wanted, the construction of the bridges must have priority." On the 26th November, 1889, the same policy is further emphasized in these words of paragraph 6 of the Governor's Address: " The Government desire to press on with the work of erecting " the bridges and constructing the roads, &c." Yet, in spite of these reiterated intentions, on the 25th March 1890, and while the bridges have not been put up, nor the road to Layou made (as they remain to this day), his Excellency states that " Mr. " Fadelle, C.E., has been instructed to proceed with the survey, and my instructions " to him are that the road is to go up the Layou Valley to Bassin Will." Furthermore it is notorious that Mr. Fadelle, C.E., has been up to very recently, if he is not still, engaged in the survey of the Layou Valley, to the neglect of the erection of the bridges on the Roseau-Layou route and the construction of the road of the same, of which but an insignificant fragment has been made.

Although the foregoing comparison between the Governor's speeches and the Governor's acts, disclose vacillation of purpose, and a shiftiness of policy which fails to inspire confidence, the climax is reached when the Elective Members examine the figures put before them at various times by the Governor with respect to the cost of imported machinery and estimate of work. On the 21st August, 1888, this House was informed by the Governor: " I am glad to be able to tell you, from estimates which I have " received from the professional advisers of the Colonial Office, that the ironwork for a " continuous chain of bridges round the island can be obtained for from 8,000*l.* to 9,000*l.*, " and I have accordingly requested that the Crown Agents should retain 8,000*l.* in " their hands from the proceeds of the Loan, to defray the cost." Herein the Governor was manifesting at this early date of his rule, that disposition to depart from the programme agreed on which has proved the ruin of the works under the Loan. At this time there was no question of placing a continuous chain of bridges over the rivers of the island, nor has such a project been mooted either in the Assembly or Road Board. His Excellency's next financial disclosure was made on the 7th March, 1889, as follows: " The iron work for the bridges amounts to 1,109*l.* for the Layou Bridge, and " 657*l.* 17*s.* 4*d.* for the other bridges, or a total of 1,766*l.* 17*s.* 4*d.* for the bridges, " delivered free on board in London." It is presumed that only the bridge work for the Roseau-Layou route is here meant. And his Excellency continues: " The detailed " survey of the road across the island, and the completion of the road to Layou as a cart " road, and the erection of all the bridges to Layou and the Layou Bridge itself, ought " to be completed for 10,000*l.* The balance of that portion of the loan already autho- " rized, I propose to expend in constructing the bridges on the Windward side, and the " bridges over the Melville Hall, Rosalie and Pointe Mulatre rivers are to be the bridges " first proceeded with."

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According to these two statements the account would stand as follows:—

	£	s.	d.	£
Amount of first instalment of loan -				20,000
Sum left in Crown Agents' hands for continuous chains of bridges round the island - - - - -	8,000	0	0	
Estimated amount of cost of survey of the road across the island, and the completion of the road to Layou as a cart road, and the erection of all the bridges to Layou, and the Layou bridge itself - - -	10,000	0	0	
	18,000	0	0	
Less cost of ironwork for bridges on Roseau-Layou route put down at and included in 8,000*l.* - -	1,766	17	4	
				16,233
Leaving - - - -				£3,767

towards the expenses of making a road across the island, and putting up the rest of the continuous chain of bridges, and paying the freight from England of the ironwork. How far these statements and estimates have fallen short of the reality may be gauged by the notorious fact that the surveys are not yet completed, the road of Layou and the bridges on this route have scarcely been touched, the road across the island not yet commenced, and the ironwork for the chain of continuous bridges has not yet reached the island. Yet the Governor informed this House by Message of 25th September, 1890, that "the "expenditure on the Loan Account to 16th of that month was 20,553*l.* 7*s.* 1½*d.*"

3. On the 25th March, 1890, the Governor informed this House in his Address that "the district from Marigot to Woodford Hill, including some of the largest sugar "estates, are being connected by a good cart road, and arrangements have been made "for maintenance in thorough repair by the representatives of those estates." But on the 25th September, 1890, this House is informed by Message that "the Governor has "also received the plans, specification, and estimates, which will be laid before the Road "Board, for the construction of a driving road with easy gradients between Portsmouth "Harbour over Dos d'Ane Hill, through the Blenheim Valley to the important Lasoye "district," which "plans and specifications" include the "good cart road" mentioned by the Governor on the 25th March, which was being maintained in "thorough repair" by the sugar estates on the route.

4. The same contradiction of preceding statements will be found in the Governor's utterances respecting the fruit trade. For on the 26th November, 1889, his Excellency thus grandiloquently alludes to his efforts in this direction: "It has been arranged that "the steamers of the Quebec Steamship Company shall call here once in every five "weeks properly fitted and prepared for carrying bananas, &c. It has been further "agreed that the agents of this line shall purchase at the ships' side when here such of "the bananas as come up to the Jamaica bananas, &c. A market for the fruit is thus "brought to this island, &c." As a matter of fact the agents of the Quebec Steamship Company never bought bananas in any quantity, nor was any "market" for bananas brought to this island, the Government being the only speculator in this article (and that at a loss) with the taxpayers' money. That the Governor had achieved nothing in this direction is proved by the first paragraph of his Address to this House on the 23rd May of this year, which reads as follows: "I have for some time been endeavouring "to make provision for opening a regular export trade in fruit from this island, and I "am glad to inform you that I am now able to lay a practical project before you for "your consideration." The "practical project" subsequently disclosed by the 4th paragraph of this Address does not amount to more than another repetition of the willingness of some other company to buy fruit on certain conditions, and may therefore be regarded as only an empty and meaningless illustration of the saying "great cry, but little wool." It is, however, made to serve the purpose of a peg on which to hang a demand for another loan of 20,000*l.*, which the Elective Members of the Assembly regard as monstrous in the face of existing heavy taxation, and with the tide of emigration setting so strongly from this island by reason of the increasing taxation, as proved by the census papers of this year, and with the Treasury of the island unable to meet its liabilities when they become due.

5. The Elective Members finally place on record their emphatic dissent from the admission that the speculative purchase of any more land of the Bath Estate is necessary to embank the Roseau river. While the Botanical Station remains unpaid for, and the extravagant taxation of the inhabitants remains at its present figure, it is obviously impossible for the representatives of the people to assent to one farthing's increase of the public indebtedness for purely fanciful purposes, and seeing that the Roseau river has been successfully and neatly embanked on its south side above the Roseau Bridge, without the purchase of any land along the bank, it is absurd for the Governor to launch so flimsy an excuse for wasting more money.

6. The Public Library, Higher School for Boys; Carriage Roads to Pointe Michel, Snug Corner, Shawford, the Lake, and Watton Waven; jetty for steamers to call alongside; Portsmouth Pumping Engine to drain swamp; band, and other matters remain on record in the Governor's addresses as testimony to his unlimited capacity for originating schemes without any intention or corresponding ability to carry them out.

Dated this 4th day of August, 1891.

(Signed) WILLIAM DAVIES.
SHOLTO R. PEMBERTON.
A. R. LOCKHART.
L. A. BELLOT.
D. O. RIVIERE.
HENRY HAMILTON.
JABEZ J. L. BELLOT.

(This Minute was expunged on 30th October 1891 from the Records of the Assembly.)

No. 12.

To Her most gracious Majesty the Queen.

May it please Your Majesty,

Your most gracious Majesty's humble subjects, inhabitants of this Your Majesty's Presidency of Dominica in the Colony of the Leeward Islands, beg to approach Your Majesty with loyal devotion to Your most Excellent Majesty's throne and person. Your Majesty's loyal and devoted subjects regret to be compelled to place before Your Majesty the following formal complaint against his Excellency, George Berkeley, Esquire, Companion of the most distinguished Order of Saint Michael and Saint George, and Governor of the Leeward Colony, in that:—

1. At the opening of the Legislative Assembly of this Presidency, on Saturday, the 31st day of January of the present year, he appointed three non-residents to sit as nominees, contrary to the spirit and intention of the laws which are applicable to this Presidency only, and passed in the years 1863 and 1865 respectively, and before the Leeward Islands were formed into a Federal Colony.

2. The nomination of these three members to seats in the local Assembly instead of that of men holding leading social and political positions in the Presidency, has converted the nominee side of the House into a purely official one, and shaken the confidence of Your Majesty's devoted subjects who are forced to look with extreme caution on all measures emanating from the local Executive.

3. At the third meeting of the Legislature on the 3rd day of February, an important change entitled the "Amended Constitution Act" was proposed, and on the following day hurried through all its stages, the representatives of the people not having been afforded an opportunity of consulting either their constituents or general public opinion.

4. The several motions above alluded to have for their ultimate aim the curtailing of the political rights of Your Majesty's loyal subjects, and have therefore been objected to by the entire elective vote of the local Assembly. But notwithstanding such unanimous opposition, his Excellency the Governor, by the instrumentality of the nominated members composed exclusively of officials, from whom independent action cannot be expected, and solely by the preponderance of his casting vote, has nevertheless forced on Your Majesty's devoted subjects of this Presidency the objectionable measure.

5. The subsequent action of his Excellency the Governor in proroguing the House by proclamation on Saturday, the 7th instant, to the 29th April next, after having adjourned to Monday, the 9th, whereby a formal protest from the representatives of

App. C.

Your Majesty's humble subjects of this Presidency against the several matters complained of, was prevented from being incorporated in the minutes of the House, strengthens the feeling of distrust which accompanies each successive attempt further to curtail the political rights of Your Majesty's humble subjects.

Your memoralists therefore humbly pray that it may please Your most gracious Majesty to cancel the appointment of the three non-resident nominees and also to withhold Your Majesty's assent to the "Amended Constitution Act."

20th February, A.D. 1880.

No. 13.

To the Queen's most excellent Majesty.

The humble Petition of Your Majesty's loyal and dutiful subjects inhabiting the Islands of Dominica, Montserrat and the Virgin Islands, forming part of the Federal Colony of the Leeward Islands.

Humbly sheweth,

1. That your petitioners avail themselves of the auspicious occasion of Your Majesty's glorious Jubilee to humbly offer to Your Majesty the heart-felt expression of their feelings of gratification at the event celebrated this year throughout Your Majesty's dominions.

2. That in thus approaching Your Majesty with their dutiful and sincere congratulations on the happy completion of half a century of beneficent rule, Your Majesty's loyal subjects, impressed with the conviction that the material welfare and prosperity of your Majesty's colonial subjects are objects of solicitude to Your Majesty, beg respectfully to crave Your Majesty's gracious consideration of their case as regards the political disabilities under which they are placed, and earnestly pray that adequate relief may be granted to the several communities herein-before mentioned, whereby the present anomalous form of so-called political freedom may be superseded by such a change in the Constitution of the Colony as may secure to Your Majesty's subjects therein a just and equitable measure of true liberty in respect of the conduct of their own affairs.

3. That in this connection Your Majesty's dutiful and loyal subjects specially deprecate the continuance of the present forms of Legislature in these islands, in the majority of which the people have no voice in the election of their so-called Representatives, while in those where Representatives are elected, the elective element, which experience proves to be the only reliable protection and safeguard of the popular rights, is practically rendered null and void; firstly, because the nominated element, chiefly official, outnumbers by a casting vote the chosen Representatives of the people; and secondly, because in direct opposition to the parliamentary principle existing in the mother country, the representatives of the local taxpayers are unable to control effectually the disposal of public moneys in questions arising before the local or general Legislatures.

4. That the last-mentioned unhappy disability, which has been for years a fruitful source of serious detriment to the populations of these islands, is a fact universally recognised by Your Majesty's humble petitioners, and which has been frequently brought to the notice of Your Majesty's Government. Your Majesty's dutiful subjects are therefore looking forward with feelings of earnest anticipation to the day when their electoral Representatives will be in a position to influence for good the councils of Your Majesty in these Islands, thereby strengthening the bonds between the Government of Your Majesty and the people, as well as confirming their loyalty and esteem for Your Majesty's throne and person.

5. That as the Islands of Antigua, St. Christopher, Dominica, Nevis, Montserrat, and the Virgin Islands formerly possessed Legislatures thoroughly representative of the people, and such Legislatures having been abolished contrary to the wishes of the inhabitants, and their rights and privileges, which they greatly prized as the inheritance of their forefathers and as British citizens, having been wrested from them by unconstitutional means, and contrary to the spirit and traditions of British Institutions; and as Your Majesty's loyal and dutiful subjects have ever entertained respect and attachment to their connection with Your Majesty's Government and have always been a peaceable and law abiding people.

Therefore, Your Majesty's loyal and dutiful subjects pray Your Gracious Majesty to grant to your petitioners, inhabitants of the Leeward Islands, a form of Government which shall be wholly or principally representative. And such benign concession of the prayer of your humble petitioners would not only be regarded as an act of justice to Your Majesty's loyal subjects, but would happily commemorate the event on which it is their desire to offer to Your Majesty their dutiful congratulations, and would operate to preserve in the memory of Your Majesty's subjects in this Colony a grateful sense of Your Majesty's benevolence and regard for Your Majesty's humble petitioners.

And as in duty bound your petitioners will ever pray.

No. 14.

GOVERNMENT RESOLUTION at FEDERAL COUNCIL carried by OFFICIAL VOTES and ST. KITTS MEMBERS, May 1892.

Resolved.—"That this Council hereby approves of the establishment of regular and "quick steam communication between this Colony and the United States of America, and "the establishment of first-class hotels, and hereby approves of the provisional contracts "which have been entered into for securing these objects subject to the approval of Her "Majesty's Principal Secretary of State for the Colonies."

In the contract with the syndicate offering to supply the steam communication and to erect hotels in Antigua, St. Kitts, and Dominica, was a condition to lend Dominica 10,000*l.* for public works.

On motion by the Dominica members that this clause be struck out, as being unconstitutional and unfair to Dominica, the same was lost.

No. 15.

RESOLUTION moved in the LEGISLATIVE ASSEMBLY on 30th April 1885.

That it be urged on the Secretary of State for the Colonies :—

(1.) The peculiar claims of this island to be severed from the Federal Government of the Leeward Islands.

(2.) The opportunities of the present juncture for making such change.

(3.) The craving of the inhabitants of all classes for a form of Government in which the Elected Members of the Legislature shall have a preponderating voice in financial matters.

(4.) The readiness of the people of this island to suitably provide through this House for the maintenance of a resident Lieutenant-Governor, and of other local resident officers required to carry on the administration. And that the Governor acquaint this House of the Colonial Minister's reply to such solicitation.

The motion was put and carried, but in Committee was thrown out by the casting vote of the Chairman.

No. 16.

RESOLUTION passed in the LEGISLATIVE ASSEMBLY on the 29th June 1885 with reference to DOMINICA being added to the WINDWARD GROUP.

Whereas this House is of opinion that a system of Federal Government is most unsuited to the particular requirements of this island:

Whereas federation itself has not only proved a failure, but has been a cause of growing and continuing dissatisfaction to the people, whose burdens have been greatly increased thereby without any adequate financial or other advantage therefrom:

Whereas none of the advantages which it was affirmed would be achieved by Confederation have been realised, but the very reverse. In our system of Government the people have practically no voice, and one of the pernicious results of it is that public moneys have from time to time been taken from the island's revenue and expended, not infrequently squandered, without a previous vote of the Legislature. The expenditure

of the island has vastly increased since Federation. And as it has been in the system of Government so it has been in our judicial establishment, financial and every other system; they exhibit no advantage that can be said to be superior to those they have replaced, but on the contrary. Nor is this all. Whilst strangers without any superior claims have been promoted from other places to offices of emolument in this Presidency, men who have been toilers long and faithfully in the public service obtain no corresponding recognition or advancement;

And whereas universal public feeling is in favour of a separate and distinct Government, as a probable means of retrieving the fallen fortunes of, and insuring efficient administration for the Island of Dominica.

Resolved.—"That the Secretary of State be acquainted that this House considers "that it would be for the best interests of Dominica to be severed from the Leeward "Islands Confederation; but for the reasons aforesaid the House does not consider that "it would be advantageous to the Island to become a portion of, and be joined to any "Windward or other proposed federated Colony, and it prays his Lordship to further "its request, made hereby on behalf of the entire people, for a return to, and a "re-introduction of local responsible Government."

No. 17.

Resolution passed in Legislative Assembly, 6th August 1885.

That this House wishes to put on record its dissatisfaction at the unconstitutional action of the Secretary of State for the Colonies in appropriating the sum of 131*l.* 19*s.* 10*d.*, the funds of this Presidency, towards the expenses of the Royal Commissioners, on his own motion and will without coming into this House for a vote until after the money had been irregularly taken from the hands of the Crown Agents, and this House accordingly refuses to sanction the outlay.

No. 18.

Amending Resolution moved in the Legislative Assembly on 7th September 1886 by Mr. Davies, and seconded by Mr. D. O. Riviere.

Whereas for well-known and obvious reasons, directly traceable to defects in the existing constitution of the Colony, the present Scheme for Federation leaves much to be desired with respect both to efficiency and economy; and

Whereas it is illogical and illusive to believe that any further development of this system can be productive of other than harm to the entire population, by which Federation has at no time been accepted with favour; and

Whereas in order to remedy these grievances the Constituencies of this island have asked through their Representatives on several occasions for an increase of the popular element in the local Legislature; and

Whereas, furthermore, certain conditions of physical location, language, industrial pursuits, and religion, together go to make the association of this island with the Leeward Group a serious and detrimental administrative blunder.

Resolved.—1. That this House, while conscientiously unable for the reasons above set forth to countenance or support any closer drawing of a federal tie, nevertheless is strongly of opinion that the composition of this House would advantageously be altered on the lines of paragraph 9 of Lord Derby's Resolutions, whereby two-thirds of its members would be elected by the people; and

2. That having regard to the peculiarities of this island any change in the direction indicated should in no way involve connection with the Leeward Group of islands, to which Dominica does not belong, and from which its people desire it to be severed.

This Resolution was put to the vote and lost—members voting as follows:—

Ayes.—Messrs. A. D. Riviere, Hamilton, Pemberton, Davies, D. O. Riviere, A. R. Lockhart, and Bellot—7.

Noes.—The Attorney-General and Messrs. Porter, Coull, Roper, A. D. Lockhart, Fillan, and Latouche.

His Excellency gave his casting vote with the Noes.

No. 19.

MEMORANDUM, on certain matters concerning the INQUIRY into the PRESENT CONDITION of the ISLAND OF DOMINICA, written for the information of Sir ROBERT G. C. HAMILTON, K.C.B., Her Majesty's Special Commissioner.

When I appeared before the Special Commissioner to give my evidence I was not aware that my examination would have covered so extended a field. Thus my evidence on some subjects was not so complete as it might have been, inasmuch as I had had no opportunity of giving careful thought to various questions raised, nor had I the advantage of referring beforehand to documents and other sources of information in my possession. I have, therefore, with the consent of Sir Robert Hamilton, decided to supplement my evidence, and to touch on some points not referred to in my examination on the 1st December last, by the writing of this memorandum.

Causes giving rise to the present discontent of some of the people.—In my evidence I pointed out that these causes were primarily of an economic nature, and that they had been greatly increased during recent years by the inflammatory writings and speeches of certain island politicians. Mr. A. R. Lockhart has striven to show, in the *précis* of the legislative history of the island handed in by him, that the commercial and industrial decline is due entirely to political causes. But this declaration is not in accordance with fact. The "happiest days" alluded to by Mr. Lockhart, were the days of the material prosperity of the island when estates all over the country—many of which are now wholly or partially abandoned—were working prosperously and providing employment and profit for labourers, artisans, and tradespeople generally. Most of these properties were cultivated in sugar canes, and the decline of the sugar industry in this part of the world, brought about by the competition in the great markets of foreign bounty-fed sugar, caused the estates to be sold or thrown out of cultivation by the men of capital who then owned them. In illustration of this fact I may here give extracts from a paper, written by the late Hon. William Macintyre and myself, on the result in this island of the operation of the sugar bounties. The paper was written early in 1880 for the use of those in England who were then engaged in efforts to bring about the repeal of the bounties, and it may be mentioned that Mr. Macintyre was then the "sugar king" of Dominica. The following are the extracts in question :—

"Although Dominica is the third largest island of the British West Indies, it stands low down in the list of sugar exporting colonies; the cultivation of the cane, however, occupies the attention of the majority of the planters, and the abandonment of the sugar estates would throw out of employment the greater part of the labouring population, and would thus be a source of great disaster to the country.

"For many years past the sugar cultivation has not been remunerative. In a good season it gives a bare livelihood; and, after a bad season, the planter generally finds himself in debt, and thus it comes to pass that many of the sugar estates have heavy mortgages upon them.

* * * * * * *

"The cause of all this gloom and depression in lands which, on account of their great advantages and wonderful fertility ought to be the homes of contented and prosperous populations, is the free admission into English markets of sugars bolstered up by foreign export bounties.

"The English sugar colonies are shut out from all other markets but those of Great Britain; and there they have to suffer what is equivalent to a tax of 3*l.* on every ton of sugar they send home. What wonder, then, that in the face of this unfair competition, the colonial producer should lose whilst the foreigner gains; and what wonder that a crisis should be impending in the West Indies which, if not tided over, will spread ruin in the smaller islands, and will throw a large section of the labouring population out of work."

This prediction was realised in Dominica. Nearly all the absentee proprietors got rid of their estates or practically abandoned the cultivation of the sugar cane, the result being that very many labourers and artisans and others were unable to find employment and poverty and distress, with their invariable accompaniment of discontent, were found in all districts of the island. A number of the estates got into the hands of persons who were without sufficient capital to work them properly; and very many labourers, instead of finding constant employment, were compelled to accept the position of *metayers* or to leave the island to seek for work elsewhere. At this time, too, several Dominicans returned from the gold districts of Venezuela with considerable sums of money, and the effect of this was to cause a stream of emigration to the gold mines, and thus the

population was materially decreased. It has been calculated that there are at least 7,000 Dominicans in Venezuela who would be glad to return to this island, but who are unable to do so from poverty; and, if these figures be correct, the decline in the population of the island during the last decennial period is more than accounted for.

Some of the unemployed labourers planted cacao trees, under contract, for the impoverished owners of estates, and the discontent resulting from disputes when the time came for the landowners to take over the bearing cacao found expression in the courts of law. The late Sir John Gorrie, when Chief Justice of the Leeward Islands gave especial attention to this matter, and I know that it subsequently engaged the earnest attention of Chief Justice Sir Henry Ludlow and Mr. Justice Danavall, the resident judge of Dominica. Indeed, when I was occupied with my commission of inquiry into the spread of disease amongst the populations of many of the West Indian Islands, I was asked by Mr. Danavall to obtain for him information concerning the working of the metayer system in Tobago as he was then considering important matters relating to the difficulties surrounding the same system in Dominica.

This island is not alone in its suffering from the depreciation in the value of sugar. The same cause has given rise to the decadence of the prosperity of neighbouring colonies that, like Dominica, are now passing through the stage of depression consequent on the transition from sugar cultivation to that of other staples. But in these colonies the discontent due to economic causes has not been intensified by an organised system of attempting to teach the masses that they are a "down-trodden" people, and that the government and the public officials are responsible for every evil abroad in the land, and are the cause of the industrial and commercial decline.

Disregard of the mass of the people to political questions.—I stated in my evidence that the masses cared little or nothing for political questions, and this I believe to be the fact from my own knowledge, the result of observations extending over a period of residence in the island of 20 years. It is true, however, that there are many persons now who exhibit what may be described as political unrest; but, in nearly every instance, this is due entirely to the effect of the persistent agitation of the leaders of the political party that has been dominant in the island for the last 12 years. These local politicians, by inflammatory writings and speeches, and otherwise, have done all they could to make the people believe that the chief enemy of the masses is the Government. Besides this, at the time of Lord Gormanston's administration political demagogues stumped the country and urged the people to offer a passive resistance to the payment of taxes, and to allow the Government to try to collect them "at the point of the bayonet." I append to this memorandum the copy of a leading article (marked A.) that appeared in the "Dominica Dial" (a paper edited by Mr. William Davies) on the 7th May 1887, and it will be seen from it that the ideas put into the heads of an ignorant and uneducated people were of the most dangerous character. This article, which was supplemented by similar verbal teaching, made a profound impression at the time; and, since then, the difficulties of government have been greatly increased by resistance of a nature indicated in the seditious article. That the political party who gave such dangerous counsel to the people have not gained the wisdom of moderation is exemplified in the language used by Mr. Davies, their leader, even in the Federal Council in Antigua. As the fortunes of the Colony depend on agriculture, the Government, by the advice of the Kew authorities, determined to appoint a scientific man as Superintendent of Agriculture, in order that every effort might be made to assist in the establishment and prosecution of new and remunerative industries. When the question of the salary of this officer was brought up in the Federal Council Mr. Davies made a most violent speech, as will be seen from the following passage, taken from the report of it in the "Antigua Standard" of the 6th June 1891:—

"Mr. Davies said that if the Government at this stage pushed this vote it would be simply disgraceful. This resolution was the last straw which, proverbially, was said to break the camel's back. The Attorney-General had called him a sceptic as to the good intentions of the Government. Personally, he must confess he felt more respect for highway robbers like Ali Baba and Robin Hood than for the Members of the Government. *They* at least ran some risk in rifling the pockets of wayfarers, whereas the pocket-picking of the Government, safe from the consequences of hard labour, was cowardly, as well as dishonest. He supposed the Federal Officer whom it was sought to create by the resolution would be as ignorant of his duties as were the curators and other federal officers. If he had time and possessed the tongue of angels and of men he would stump the Colony from parish to parish, and would advise the people to apply the torch throughout, as the only means of purifying by fire the corrupt state of things which he saw before him."

The counsel given to the people not to pay taxes culminated in the most unfortunate occurrences at La Plaine, when four men were killed and two women were wounded. Since then the people, I am informed by reliable persons, have been advised still to resist the payment of taxes, and I believe the Government are in possession of documentary evidence to that effect.

I stated in my evidence that the incidence of taxation is unfair to the smaller proprietors. This unfairness was brought about when the land tax was quadrupled by the votes of the elective members themselves, some of whom, and many of their political friends, were at the same time relieved of much of their public burdens by the simultaneous abolition of the export duties, which did not in any way affect the smaller landowners. The peasant proprietors sell their produce in the towns; and, as no difference was made in the local ruling prices, they derived no benefit whatever from the raising of the export dues.

The following facts appear to me to point unanswerably to the conclusion that the people generally display little attention to political matters:

a. The franchise is now sufficiently low to enable most of the peasant proprietors, artizans, and others to enjoy it; and yet the roll of voters shows that, comparatively speaking, very few have taken the trouble to record their qualifications to vote. This fact can be proved by comparing the list of persons liable for land and house tax with the lists of voters for the various electoral districts. It must also be pointed out that a large number of the present qualifications to vote have been recorded, not by the voters themselves, but by those engaged in political struggles.

b. A reference to the number of votes recorded at the election of members of the Assembly will prove that a large number of those entitled to vote abstain from doing so. Some because they disapprove of the actions of the sitting members, and others because they are indifferent to the whole matter. This is the more noticeable because an election is a day of holiday and feasting and drinking, the candidates providing a liberal entertainment for their supporters and their friends. In a country like this such an entertainment has it charms for the people, and the abstentions from the polls are, therefore, all the more remarkable.

Racial prejudices.—This most important matter is one that has been ever present in the island for some years past, and yet I believe it is one of which no evidence has been taken. In these colonies there exist three distinct sections of the population, viz.:—

I. The blacks, who are the descendants of former slaves.

II. The whites, who are the colonists, and their descendants, and many of the public officials.

III. The coloured people, as they are called here, the outcome of the commingling in varying proportions of black and white blood.

The blacks form the large majority, the whites the minority, and the coloured classes and the whites together do not anything like equal the black population.

It may be said generally that the greater part of the prejudice that exists is between the coloured and the white sections of the population. During the earlier half of my residence in the island "colour questions," as they are styled, were rarely brought up, and there was harmony between all sections of the people. But, unhappily, racial prejudices have been raised and intensified by the many articles and letters, most of them exaggerated or untruthful, that have appeared in the "Dial" and "Guardian" newspapers. That this is no overdrawn statement is seen from the copy of a leading article (marked B.), appended hereto, that appeared in the "Dominican" newspaper published on the 3rd July 1890. As far as my own observation and knowledge go, it appears to me that the greater part of the prejudice is on the side of the coloured people themselves, who have been led to believe by numerous writings in the newspapers that the whites despise them, are inimical to them, and would wish to keep them to the lowest level possible. It is scarcely to be expected that every particle of racial ill-will and prejudice will die out yet awhile, for the wrongs of slavery are too recent for the feelings of shame and anger to be entirely forgotten. In the meantime for this racial ill-will to be kept ever before the public, and to be "used as a powerful political weapon," is, it would appear, simply the means of preventing the establishment of thoroughly representative institutions. It has been hitherto the wise policy of the Home Government to retain the balance of power over those colonies where racial jealousies exist, and until the people of Dominica learn to live in harmony and unity it would be unwise to give the power to any one section of the population.

The best form of legislature for Dominica.—In my evidence, although I condemned the present form of legislature, I hesitated to give an opinion as to what would be best, for I had not then given the matter careful consideration. I stated my reasons, however, for objecting to a Crown colony, and asserted that many persons here besides myself would regard with apprehension the adoption of any system that vested the political power in the present members of the Assembly.

Those who advocate the Crown colony legislature point to the fact that those islands in which it is established are more prosperous and contented than Dominica, and they say with truth that the Government would then have a free hand to adopt measures for the improvement of the country without being hampered by the factious opposition that has unhappily been too often manifested here of late. They fear, too, to see the destinies of the island swayed by men whose past conduct in the legislature and out of it they have reason to consider inconsistent and blameworthy.

As regards an extension of the elected side of the Assembly, ample evidence has been already adduced by its advocates, and I need not enlarge on the matter. If, however, it should be decided to give a preponderance to the elective element, there is one important point I would draw especial attention to, and that is the necessity for proper provision being made for the representation of minorities. By the present constitution there are seven electoral districts, each of which returns one member. When the franchise was lowered, about 12 years ago, there was unfortunately no redistribution of seats, with the result that the constituencies are now very unequal as regards population and wealth. Thus, in Roseau, where there are over 200 voters, a candidate might secure 100 votes (given by men holding no inconsiderable part of the whole wealth of the island), and yet fail to gain a seat, whilst in the St. Joseph's division 25 votes from peasant proprietors would enable the candidate to head the poll. At the present time, although there are a large number of people adverse to the policy of the present elective members, the voices of these people are incapable of being heard in the legislature, by reason of the fact that they are in a minority in the several circumscribed constituencies.

After a careful consideration of the whole question, I have arrived at the conclusion that the following form of legislature would be the best for Dominica :—

I. The Government to have the power of vetoing any legislative act.

II. The number of members of the Assembly to be the same as now.

III. The nominated side of the house to be altered so that it shall consist of three or four *ex-officio* members selected from the heads of the chief public departments in the island, and the rest to be unofficial members appointed from amongst the leading residents. The nominated members to have freedom of vote and speech.

IV. The elected members to be returned by combined constituencies, so that each electoral division shall return not less than two members.

V. The Governor's casting vote to be abolished, as it has always given rise to extreme dissatisfaction, and intensified the odium the Government has had to contend with.

VI. All measures to be lost when the votes for and against them are equal, and no measure to be brought up a second time in the same session of the House.

The last two provisions will weaken the Government in a measure, and undoubtedly increase the power of the people through their representatives. It may at times defeat or delay useful legislation, but then the responsibility of this will rest on the shoulders of the members, who will have to account to their constituents, who, by reason of the redistribution of seats, will not belong to one party solely, as now.

The Executive Council.—The composition of this body has given rise to much dissatisfaction on all sides, inasmuch as it is composed mainly of officials resident in Antigua, who are believed to know and to care little about the true interests of Dominica. If these members were replaced by local heads of departments, and by leading residents, I am satisfied that the Executive would get much better advice, and often be saved from falling into serious error.* If a strong Executive Council be formed, it should be called together to advise the Governor on all important matters, and every Government measure before being introduced into the Legislative Assembly should be

* It will be necessary, however, in the appointments to the Council to see that agricultural interests be properly represented. Dominica is an agricultural country, and yet the two local members of the present Council are both merchants, whilst none of the official members have any knowledge of agriculture and its needs.

laid before the Executive Council, in order to afford the Councillors an opportunity of giving advice in regard to its provisions. In this way there would be much less chance of an adverse vote in the Assembly, and there would be fewer instances of the introduction into that House of crude and undigested bills.

The food of the people.—The various questions surrounding this important subject, not only in Dominica but in other West Indian colonies, was one of the points of the commission of inquiry intrusted to me by the Home Government in 1890. My report has probably by now been published by the Colonial Office, and it is unnecessary for me, therefore, to enter into the matter here.

(Signed) H. A. Alford Nicholls.

Dominica, 6th December 1893.

Extract from "Dominica Dial" newspaper of the 11th September 1886.

"And it remains to be seen whether a governor, even a titled one, is to be allowed, with the help of a handful of officials, to tax the people of this island without the consent of their representatives; for, if this be allowed, Her Majesty's Government will have to collect their taxes at the point of the bayonet."

A of No. 19.

Copy of the Leading Article in the "Dominica Dial" Newspaper of May 7th, 1887.

We have transcribed from the pages of an English democratic newspaper* a letter headed: "What is Law?" The perusal of this letter and the lessons which its publication is intended to teach to the people of the Leeward Islands, now seeking to obtain the merest crumbs of political liberty from the English Government, are commended to the earnest, studious consideration of every patriot. A great deal has lately been said against some of the politicians of the island, who have been dubbed "political agitators" from no less an eminence than the pulpit. Hard words break no bones; but this intended taunt, coming from those who are the self-proclaimed disciples of one of the world's great reformers, shows how superficial is sectarian appreciation of their master's teaching. As a matter of fact the world owes all the liberties it enjoys to those who have had the courage of their opinions in matters religious as well as secular, the page of history disclosing the incontestable gains to posthumous humanity wrought by the self-sacrifice and teachings of the "agitators" of each preceding generation.

The cardinal fact brought out in strong relief in the letter under consideration is that when the public opinion of a country actively declares itself against a law, that law becomes null and void, and must sooner or later be repealed. Let us take, as a case in point, the recently operating Land Tax. Why are the people of Dominica now paying this odious tax? Solely because, in spite of wordy objections, they wish to pay it. Every man feels the individual hardship consequent on having to raise the amount of the tax; but the people will not "put their heads together," to use a local phrase, to refuse its payment. This lamentable state of things is traceable, in the first place, to the absence of any organisation to control the movements of the majority, and, next, to the want of confidence in each other's constancy, which is the outcome of the destruction by the Government of all public spirit in the people. They can have acquired neither the cohesion nor the fortitude of associated men, seeing that for years past they have, so to speak, been relegated to the province of the political nursery. Before much can be expected of them it is necessary to indoctrinate them with the truths of recent political developments, among which none is more suggestive than the acknowledged right of the majority in any community to control the destinies of the entire society. If the majority of the distressed and pauperised people of this island were determined to pay no taxes into the Treasury until some control of their own money were constitutionally decreed, what could the administration do, even by bringing military or naval forces to bear? Neither soldiers nor jack tars could be legally employed to rifle the pockets of the people for coin, and so long as the public attitude was one of sullenly passive but dogged resistance, one of two courses only would be left to the Government by which to collect their taxes. Defaulters might be imprisoned or their properties levied against. As to imprisonment, the present prison accommodation of the entire colony puts such an idea out of the

* "Reynolds's Newspaper."

question; while, in the event of the operation of any unwritten law of the local majority temporarily abolishing taxes, there would follow as a necessary consequence of such popular volition, certain rough-and-ready penalties, more or less severe, to be enforced against any members of a refractory minority bent on thwarting the wish of the majority. Such an emphatic assertion of their constitutional rights by Dominicans would be morally justifiable, if we bear in mind the composition of the taxing body of this island. For it is nothing less than a farce, and must be so regarded in secret by the jokers of the Colonial Office, to select some half a dozen mediocre officials as the arbiters of the destinies of their over-tolerant paymasters, and to expect patient and ready submission by the people to such a scarecrow authority. Nothing but ignorance of their own power when united has hitherto secured and sustained the ascendancy of the present system in opposition to the wishes and best interests of the people. When the people become alive to the power they possess in concerted action, it will be fortunate if the re-action from their suppression of to-day does not culminate in fatal consequences. Meanwhile it is the duty of those who are charged with the political education of the people to keep continually before them the irresistible power of a people banded together in opposition to an objectionable law.

B. of No. 19.

COPY of a LEADING ARTICE in the "DOMINICAN" NEWSPAPER of July 3rd, 1890.

The death of the "Dominica Dial" newspaper* is a happy event for this island and the people inhabiting it. The "Dial" has been, for seven years and more, carried on simply as the political organ of Mr. Davies and his colleagues, who, as the paper had not a sufficient circulation to pay, had to keep it agoing by contributions from their own pockets. The watchwords of this clique, that pushed itself into prominence by lavish promises never intended to be kept, were, "He that is not with me is against me"; and this dictum was carried out in the "Dial" to its fullest extent. All those who supported Mr. Davies and his party were upheld and commended in laudatory terms, their misdeeds were passed over in silence, and their fancied enemies were attacked freely if the policy of the party were not injured thereby. But those who were politically opposed to Mr. Davies were treated as though there could not possibly be any good in them or theirs. The principal men amongst them were shamefully abused and vilified, week after week; their private affairs were held up to public ridicule or odium, with an utter disregard of truth and decency; their public acts were distorted and misrepresented in a manner that was a disgrace to journalism. Illiterate men of low character were free to send forth, from their holes and corners, slanders and libels, which were put into passable English, and published as anonymous correspondence in the columns of the "Dial." Malice, hatred, and all uncharitableness ran riot. Quarrels were created or intensified in bitterness. Disagreements were converted into fierce hatreds. And political rancour was made to run so high that the trusted friend of yesterday was made into the detested enemy of to-day. Colour prejudice, which was dying away, and not often thought of, became aggravated under the fostering influence of "Dial" scribes, and it was used as a powerful political weapon in unscrupulous hands. The whole system was one of terrorism. There are very few persons in Dominica who can disregard abuse and vilification in a newspaper, and thus many men politically opposed to the "Dial" clique, for their own comfort or piece of mind, were compelled to join the ranks of those they disagreed with or despised.

With the death of the "Dial" dies the cause of all this evil, and we sincerely hope that the removal of what has been a pest to the social and political economy of the island may before long result in the reconciliation of severed friends, and the spread of forbearance, kindly feelings, and Christian forgiveness over the wounds made by political rancour and unreasoning enmity.

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* The paper was resuscitated some time afterwards.—H. A. A. N.

No. 20. App. C.

ADDITIONAL MEMORANDUM on CERTAIN MATTERS connected with the INQUIRY into the PRESENT CONDITION of the ISLAND of DOMINICA, written for the Information of Sir ROBERT G. C. HAMILTON, K.C.B., Her Majesty's Commissioner.

AFTER my Memorandum was sent in to the Royal Commissioner, I had some conversation with him in regard to certain matters not referred to in it; and, on a consideration of the various points raised in that conversation, it has appeared to me advisable to supplement the opinions I gave expression to by these additional notes.

Loan Works.—At an early period of the administration of Governor Sir William Haynes Smith, his Excellency laid before the Legislature a scheme, that met with universal approval, for ameliorating the condition of the island, and for pushing forward its prosperity by raising a loan for making roads, bridging rivers, opening up the splendid tracts of Crown lands known as the Layou Flats, and providing steam communication along the coasts of the island. The elected members of the Assembly promised to support the scheme if the Colonial Engineer had nothing to do with it, and if engineers were specially appointed to carry out the works. The late Mr. G. B. Blanc was then Colonial Engineer, and he had proved his professional ability in many ways, and notably by carrying to a successful termination the Roseau Waterworks, and by erecting two bridges over the Roseau river, which bridges are now the finest and most substantial in the island. Mr. Blanc, however, had frequently exceeded his estimates for engineering work, and he was disliked by the dominant political party, as was evidenced by the many bitter personal attacks on him in their newspaper.

The Governor gave way to the "Electives," and the carrying out of his scheme was authorised by the Legislature. Mr. Robins was then sent out by the Colonial Office as Chief Engineer of the loan works, and Mr. F. W. Rankin, now Managing Director of the Dominica Plantation Company, Limited, came out with him as clerk of works. A few days after these gentlemen landed in the island they were held up to public ridicule in Mr. Davies' newspaper; and as Mr. Davies and two of his colleagues constituted the standing majority of the new Road Board formed to control the works, friction was at once established between the Board and the engineering staff. This friction unhappily continued, and it was, I believe, an important factor in the unsatisfactory conduct of affairs afterwards.

A mistake, I consider, was made in the composition of the Road Board. It should have been thoroughly representative of the several interests in the island, inasmuch as it was formed to control a large expenditure for the general good of the country; but it practically represented the party of the "Electives" alone, for Mr. Davies and his colleagues formed the majority on all occasions, and they were sometimes accused, as I believe with justice, of using the Board as a political weapon.

The engineers, Mr. Edward Robins having been provided with an assistant, soon found that their professional work was seriously interfered with by the Board and some of its members, and Mr. Robins informed me that he had been wilfully misled by Mr. Blanc in regard to very necessary local data; for Mr. Blanc, it appears, resented Mr. Robins' appointment as a slight to himself, and unfortunately became hostile to his brother engineers.

By the direction of the Governor and Board work was begun at one place, and then put a stop to and started at another. Instead of commencing the Roseau-Layou road at the capital and gradually carrying it on to its termination a bridge was put up here, a piece of road made there, and another bridge was then put up somewhere else. And, between whiles, works were started in the town of Roseau, and surveys were begun on the Layou Flats. As the Layou-Roseau road has never been completed, it has really done little good for the island, for the bridges and other completed works are separated from each other by unbridged streams, and by long distances of what are little better than bridle paths. Disaster soon followed the operation of these causes. A bridge at Fond Colé, put up on an experimental plan reported against by Mr. Robins, was swept away by a freshet of the stream, and howls of abuse were hurled against Mr. Robins for the non-success of an experiment he was in no wise responsible for. Then, owing to the dependence of the engineers on Mr. Blanc's misleading data, a newly macadamised street in Roseau was wrecked by a heavy flood of rain. Mr. Robins was said to be extravagant, and he committed several mistakes, the most serious of which was the allowing of an insufficient span for the bridge over the Canefield river,* with the result

* *See* Appendix C. of No. 20.

App. C. that an unusually heavy flood destroyed the structure. Then came such a storm of agitation against him that the works were stopped, and he retired before the term of his engagement expired. This disastrous termination to the costly means undertaken for the improvement of the island gave rise at the time to loudly expressed dissatisfaction and disappointment on all sides. Mr. Robins was made the scapegoat; but it was, I consider, unjust to attach all the blame to him. If he had been directed to perform a certain piece of engineering work, and if he had been left untrammelled in carrying it out, I believe much more satisfactory results would have followed. But he was subjected to incessant unprofessional interference; he was harassed by being taken from one uncompleted undertaking in order to begin another, that was set aside for yet another. And his mind was so depressed and worried by the general hostility he met with, and the constant shameful personal abuse heaped on him in articles and letters in Mr. Davies' newspaper, that I believe his mental vigour was for the time undermined, and, in this way, some of the serious errors that occurred may be accounted for. Mr. Robins was one of the hardest working men I have met, and, as far as I could judge, he was a good engineer; but the ablest man might well have broken down under the strain he was unfortunately subjected to.

It has been asserted over and over again that there is nothing to show for the heavy expenditure on the loan works; but this is not in accordance with fact. Indeed a good deal of useful and lasting work has been accomplished. Some of the rivers, and many of the streams, have been bridged, and the building of a bridge is a costly undertaking anywhere, and especially so in Dominica. New lines of road have been cut; three fine macadamised streets have been constructed in Roseau; a jetty has been built at Portsmouth, and a crane erected on it. The long line for the road through the Layou Flats has been surveyed, and a plan of it drawn to scale. Lasoye has been connected with Portsmouth by a new road that only requires macadamising to render it fit at all seasons for wheeled traffic; a botanical station of very great service to the island has been established on land bought for the purpose,* and a large quantity of stores, machinery, and all the necessary iron-work for several bridges have been bought and landed in the island. If the works already completed were contiguous to each other, it would be at once apparent that many thousands of pounds had been most usefully expended; but the works, as I have pointed out, are scattered about the island, and they, therefore, have not all been seen by many persons, and cannot be properly estimated by others. Besides which, the costly Layou Flat survey is represented only by a plan which few have seen, and the value of which can be properly appreciated by engineers alone.

There is probably no one in Dominica or elsewhere more disappointed than myself at the non-realisation of the hopes entertained when the loan works began, and the public burdens consequent on the expenditure will fall as heavily on me as on most residents in the island. There is every reason, therefore, why I should be as much dissatisfied as any other person; but I cannot on that account be guilty of the injustice of putting all the blame on the Chief Engineer, when others by their unwise actions have helped greatly to bring about the present unsatisfactory state of affairs.

I notice by the evidence of the treasurer that about 56,000*l.* is set down as the cost of "special works." The greater part of this large sum has been expended, I believe, since Mr. Robins left the island; and it would appear, therefore, that waste has characterised all the various stages of the loan works. I have not been in any way connected with the measures adopted by the Government, nor have I directed any particular attention to the public business of the island, and thus my remarks must be taken only as those of one trained to observation by professional duties and scientific pursuits, and of one much interested in a fine but unfortunate island. I must, however, say that, so far as I can judge, there has been very serious mismanagement in the loan works, for it is impossible for me to see that anything like adequate results have followed so heavy an expenditure of public money.

The question as to the future course to be adopted for the completion of the unfinished works is a most important one for the welfare of the island. What has been accomplished so far, cannot be said to be capable of producing any marked influence on the future prosperity of the country. Undoubtedly the two chief portions of the Governor's scheme were:—

I.—The establishment of steam communication round the island.

II.—The opening up, by a good road, of the extensive fertile tracts of Crown lands known as the Layou Flats.

* A new quarantine station has been established, and a house in Roseau has been purchased for the projected public library.

Unfortunately neither of these measures has been accomplished. A steamer suitable for freight and passengers, making periodical trips round the island and stopping at various places, would do much to increase the existing trade, and help materially to open up channels for the successful prosecution of new industries in the poorer districts distant from the chief town.

The present inaccessibility of the richest and most extensive tracts of Crown lands prevents the increase of the cultivated area of the island as there are now very few inducements to attract new settlers.

It may also be mentioned that many of the abandoned and semi-abandoned properties on the Windward side of the island might be brought back into cultivation if there were easier and quicker communication between them and the capital town. Some of these properties have been offered for sale but they have proved to be unsaleable, and at the same time estates on the Leeward side of the island have readily changed hands.

Whilst nothing definite has been done to obtain a coasting steamer, whilst the opening up of the Layou Flats has been practically abandoned, whilst the Canefield and Check Hall rivers, which cross the Roseau-Layou road where there is the greatest traffic in the country, remain unbridged, and whilst the Point Michel road to the south of the town is unimproved, the Elective Members of the Assembly have advocated and voted for the erection of a costly bridge over the river passing through the estate of one of them, and have recently sanctioned the erection of a similar bridge over the river passing through the estate of another of them. The traffic over these two bridges cannot in any way compare with that over the unbridged Canefield and Check Hall rivers, and it is said openly that some of the elective members of the Assembly have acted in this and other matters from self-interest, and that, notwithstanding their loud-voiced criticisms on the expenditure on the roads and bridges, they have shown themselves ever ready to sanction such expenditure when it would benefit themselves and their friends, and this is one of the reasons why many persons regard with apprehension the suggested increase of their number whereby their power will become enlarged. Although the value of Mr. Davies' estate has been greatly augmented and the working expenses sensibly decreased by the erection of the Melville Hall bridge, he would not permit the sand required to be used in its erection being dug on his land without the payment to him of a royalty of 3*d.* a barrel, which, by the way, is a much higher rate than that paid in Roseau. In this respect, however, he is not different from others who, whilst criticising the expenditure, are quite willing that some of the money may be laid out to their advantage.

The loan works cannot be kept in their present unfinished condition if any permanent benefit to the island is to accrue from them. It follows, therefore, that extra outlay will be the wisest and least expensive course in the end. The ironwork for the bridges that has been imported should be put up with as little delay as possible, and the roads where necessary should be macadamised. A stone-crusher and a steam engine to work it were imported under the sanction of the Road Board,* but the Board decided afterwards not to use the machinery, and the metal for the new streets in Roseau was broken up by costly hand labour. Had this machinery been put to use the roads leading from Roseau into the country districts might have been made into good thoroughfares, whereas they are now in places simply muddy or rocky tracks.

It is held by some persons that the original loan was altogether too small, and that a large loan should have been raised so as to push through the entire scheme, the interest for some years, until the work became productive, being paid out of the capital. Such a loan could have been obtained on advantageous terms, and it is a matter for consideration whether even now it will not be better to raise at a lower interest a sufficient sum to pay off the smaller loans bearing higher interest and to complete some of the work necessary to open up at least a portion of the country. If this be done the operations should be directed by a strong Board not controlled by any one section of the population alone, as was the case some time ago, but by representatives of the various important interests in the island. And it should be laid down, in a way not to admit of any misapprehension, that when a particular piece of work has been estimated for and sanctioned the engineers must be left to carry it on free from any unprofessional and meddlesome interference.

The Land Tax.—Abundant evidence has been brought before the Commission of Inquiry to prove that the incidence of this tax is most unfair to the smaller proprietors. The angry feelings excited in places against the tax are due partly to this cause and

* This Board refused to provide Mr. Robins with a stone-crusher, but they ordered one out when it was requisitioned for by his successsor, Mr. Blanc, the colonial engineer.

App. C. Partly to the mischievous teachings of certain "politicians," duly set forth in my earlier memorandum.

Many persons advocate the repeal of the tax and the re-imposition of the export dues, and some of the reasons advanced in favour of such a course are apparently cogent ones. The chief of these reasons is that the peasant proprietors do not export, and that they do not obtain any higher rates for their produce by reason of the absence of an export tax. Thus, practically, the revenue lost from a portion of the export dues goes into the pockets of town merchants, whilst it has to be made good by the increased tax on the lands of the peasants. This fact is not generally known by the people, if it were some of the men who pose as their champions would occupy a very different position.

The reversion to the old system of export dues can only be recommended as a measure of policy or expediency in the present emergency. It is contrary to all truths of political economy, and it cannot stand when the island becomes more prosperous and civilised. It would undoubtedly be a retrograde step, and it is a question whether retrogression in any form is for the true interests of the country. It appears to me to be far better to reform the present system that is based on right and enlightenment than to go back to a means of raising revenue that has been proved over and over again to militate against the progress of those countries adopting it. The assertion has been made by those advocating the liberation of the land from all taxation, that the people are unfitted for such an advanced outcome of civilisation, and yet these same men, with amusing inconsistency, advocate the giving to the people of representative institutions and the fullest measures of self-government. If the people are to be permitted to govern themselves they must first be taught their proper obligations to the State, and one of the first of these is the responsibility attaching to a landowner. Besides which a large number of people hold land in Dominica that is no use whatever to themselves or anyone else, and this militates against the welfare of the island. These persons cannot, or they will not, cultivate their lands, and they refuse to sell them. These facts apply not only to peasant proprietors but to others, some of whom occupy good positions in the country.

The measures that should be undertaken to reform the taxation as it applies to land and its produce appear to me to be as follows:—

I. The re-valuation of the properties by a competent Board.
II. The exemption from land tax of properties of an insignificant value.
III. A triennial re-valuation of properties.
IV. The imposition of a tax, in the form of licenses on a sliding scale, on all exporters of produce purchased in the island, such tax to be in addition to and irrespective of ordinary trade licenses.
V. The imposition of a similar tax on all licensed purchasers of produce.
VI. The alternative system of the abolition of a land tax on valuation and the establishment of one on acreage.

I. *The re-valuation of the properties by a competent Board.*—The necessity of a re-valuation of the properties, well-known to many persons here for years past, has been brought forward prominently in the evidence taken by the Commissioner. No more striking illustration of this fact can be given than the case of the Bath and Emsall estates. These contiguous estates, now worked as one property, were owned by Mr. William Davies, and they were then valued, *for the purpose of taxation*, at 2,500*l.* After paying the land tax of 2 *per centum* on this sum, that is 50*l.* a year, for some years, he sold a small and unproductive portion of one of the estates to the Government for a botanical station, and he received in the end over 2,000*l.* to settle the transaction. Later on he sold the balance of the property to the Dominica Plantation Company for 6,000*l.*, and the Company was forthwith assessed at that sum, so that the directors now pay 120*l.* a year as land tax on a portion of the property that Mr. Davies paid only 50*l.* a year on. Either Mr. Davies was under-assessed or the Company is over-assessed, and thus the unfairness of the Valuation Board in regard to this matter is glaring. Every member of the Board knows perfectly well that in the valuation of estates a low level was decided on, and they are well aware of the fact that, if one of the many properties were put up for sale, the owner would laugh at the person who offered him the value fixed on by the Board. Why then should these gentlemen have departed from the plan they had inaugurated in valuing the properties belonging to some of themselves and their friends to place (according to their ordinary decisions) a fictitious value for the purpose of taxation on the Bath and Emsall estates? If at the same time the assessment of other properties had been raised to the higher level nothing

could have been said, whilst their action in this matter is calculated to frighten strangers from investing in the land of Dominica. These facts show the difficulties surrounding the question of Boards in the Island. The decisions of these Boards often give rise to much dissatisfaction, and it frequently happens that persons accept seats at various Boards, and will not attend to the duties they have undertaken. In illustration of the truth of this assertion I append a copy of a circular letter, marked A. in the Appendix to this memorandum, addressed this year to the members of the Poor Law Board—a Board, it may be mentioned, that has the control of the expenditure of a large portion of the public revenue. Some years ago I was nominated member of the Legislative Assembly, and I often attended at the Legislative Chamber and had to go away again as sufficient members did not take their seats to form a quorum.

In the reformation of the Valuation Board it should be made a large and representative one; and, in order to get full meetings, it will be well to give an honorarium for every attendance, and to inflict a fine for every absence of members. The expenditure caused by this plan would be amply repaid by increased efficiency of, and promptitude in as sufficient dealing with the business before the Board.

II. *The exemption from land tax of properties of an insignificant value.*—The cost of the collection of the land tax on properties of trifling value is in itself a good and sufficient reason for adopting this second suggested measure. It is not only useless, but it is unwise in the extreme for any government to impose taxes that are swallowed up in the expenses of collection. The principle of exemption as regards poor persons is already established in the island in the case of the income tax, which is not collected on incomes under 50*l.* a year. If a similar principle were extended to the land tax much of the present dissatisfaction would vanish, for the loudly-expressed murmurs come chiefly from the poverty-stricken peasant proprietors, who scarcely make a living for themselves and their families out of their small patches of land. I think, however, if this principle be adopted the exemption from taxes should at the same time disqualify the person from voting at elections.

III. *A triennial re-valuation of properties.*—A periodical re-valuation of properties is a necessity if the incidence of the taxation is to be kept uniformly equitable. The whole list should be thus revised so that properties abandoned or thrown out of cultivation, or disastrously affected in any other way may have the taxes on them reduced, and so that other properties that have sensibly increased in value may be raised to a higher standard. It has been said that this will be a tax on enterprise and industry, and thus hinder progress towards prosperity, but such an argument is fallacious. No sensible man will be prevented from increasing his income derivable from his land because he will be expected to pay away a very small portion of the increase in the way of taxes, any more than the third-class trader will refrain from extending his business when possible because he may be called on later to pay for a higher license. Of course, in regard to this matter a judicious line of conduct on the part of the Valuation Board will be sufficient to prevent much friction.

IV. *The imposition of a tax, in the form of a license on a sliding scale, on all exporters of produce purchased in the island, such tax to be in addition to and irrespective of ordinary trade licenses.*—Sufficient evidence has been forthcoming to show that the exemption from export dues of the produce raised by the smaller proprietors and sold in the island has not in any way benefited the producer. It follows, therefore, that the benefit has accrued to the purchaser alone. In these circumstances it is only fair that the buyers in the island should contribute something towards the public expenditure in addition to the amount paid for their trade licenses, which are calculated on the trade in imported goods, the quantity of produce exported not being considered. There are six classes of trade licenses, varying in amount from 1*l.* to 12*l.* These licenses in effect exempt from the payment of income tax on incomes derivable from the various businesses; and, as the consumer really pays all commercial taxes and imposts, the trader is practically exempted from taxation. Only seven of the leading business firms in the island pay for first-class licenses, and the unfairness of the incidence of taxation as it bears on traders and planters is seen at once from the following facts:—

12*l.*, the amount of a first-class trade license, is equivalent to the land-tax on an estate valued at 600*l.* The sum of the amounts paid in licenses by the seven leading storekeepers, who control a very large proportion—about a half—of the whole trade of the island, is 84*l.*, that is equal to the land tax on a property valued at 4,200*l.* Now, the property of the Dominica Plantation Company is valued

for taxation at 6,000*l.*, so that really the seven firms controlling about a half of the Island trade contribute towards the public expenditure only seven-tenths of that contributed by one estate. The richest men in the island are the traders and yet their customers practically pay their small taxes for them, whilst the struggling landowners provide the greater part of the revenue derived from direct taxation. In further illustration of unequal taxation, it may be mentioned that the planter must keep at least one horse, and the license on every horse is half that of the lowest trade license. And the planter must also pay a considerable sum as road tax, whilst the trader who lives in the town, although he may use the roads as much as the planter, is, as a trader, exempted from the tax. It is clear, from all these facts, that the taxation of the Island requires adjusting on a fairer basis.

V. *The imposition of a similar tax* [or that suggested in section IV.] *on all licensed purchasers of produce.*—Besides the exporters of locally bought produce there is another class of dealers who buy in small lots and subsequently sell to exporting merchants. A free dealer's license is given to these persons, as to the larger buyers, and their trade is, therefore, not subject to any taxation whatever. It may be said that to tax them in any way will be the means of curtailing their number, but this—if it come to pass—will be an advantage to the people generally, as many of these petty dealers in island produce are the persons through whom the numerous thieves get rid of the cacao, &c., robbed from nearly every patch of cultivation in the country. The imposition of a paid license, in lieu of the present free one, to be at once forfeited on conviction of conniving at theft, will help on the *bonâ fide* dealers by scaring away the dishonest ones, and thus have a sensible effect on the alarmingly frequent robberies that so dishearten many of the poorer planters.

VI. *The alternative system of the abolition of a land tax on valuation and the establishment of one on acreage.*—There are some persons who advocate this alteration, and there are certainly strong arguments in its favour. It was, I believe, at first decided by the Government that the land tax should be one on acreage, but the scheme was abandoned for the present one on valuation. Those who advocate the acreage tax point out that it will do away with the necessity of the Valuation Board and all the present evils of over- and under-valuation: that it will establish a known standard whereby anyone can calculate the amount of the tax due by any particular property holder: and that it will not be a tax on enterprise, inasmuch as the industrious man who improves his cultivation will not pay more per acre than his neglectful and careless neighbour. These are arguments which must be carefully considered in the settlement of the question of the land tax. As I have pointed out, many persons, most of them poor, but a goodly number not so, own tracts of land that they will neither sell nor cultivate. The lands being uncultivated, and having no buildings thereon, are valued at a nominal sum, and the tax, therefore, is so small that it is easily met. This condition of affairs is neither for the interest of the people nor the country, and an acreage tax by minimising the evil would after a time do much good. At all events, if persons persist in helping to keep back the prosperity of a people and country, by preventing the tilling of waste lands, they should be made to pay an annual fine in the form of a tax for occupying positions that are disadvantageous to the best interests of the State.

It appears to me that the chief objection against an acreage tax is the unequal value of land in various parts of the island, due to the difficulties of communication and carriage of produce, stores, machinery, &c. Thus, on the Leeward side of the island land is more valuable and estates can be worked much cheaper than on the Windward side. And an estate near to the main coast road is for the same reasons more valuable than one in the interior, which can only be reached by passing over a steep and neglected bridle road. To have different rates for an acreage tax according to the position of the land would give rise to more dissatisfaction in their adjustment than is the case in regard to the present valuation of properties. A difference, too, would have to be made on cultivated and uncultivated lands, and there would be many difficulties in deciding on the proper proportions of these classes of land comprising the estates. Many of the properties, moreover, and especially the smaller ones, are of unknown extent, so that without a very costly survey nothing approaching to exact figures can be arrived at. For many years the land surveying in the island has been in a most disgraceful condition, and for a considerable time, owing to the inaction of the Government in the matter, there has been no possibility of getting a survey made anywhere in the country. If a tax on acreage be substituted for the present one the arguments as regards the

fairness of dealers in island produce being taxed will lose none of their weight by the alteration.

Income Tax.—The incidence of this tax is really more unfair than that of the land tax. It is, as regards over 60 *per centum* of the amount raised, a fixed contribution from public officers. And, in respect to most other persons, the evasions are as many as the facilities for evasion are great. There are few people in Dominica who consider it wrong to wriggle out of the payment of a part or the whole of any tax. The merchants and traders by reason of paying trade licenses are exempt, and the assessors have also very unfairly and unwarrantably exempted incomes of agents of steamship lines, life assurance companies, &c., as they are held to be "extraneous items of income of merchants covered by the ordinary trade licenses." The planters are also exempted because they pay land tax. The Roman Catholic Bishop and Clergy when they were assessed declared they had no incomes, and they were straightway exempted by the Board of Assessors. The clergy of the other denominations paid the tax for a year or so, and then objected to pay any longer as the Roman Catholic Clergy were exempted, whereupon the Board at once exempted them.

Many of those who do not pay the tax advocate its retention, all of those who do pay it are with reason dissatisfied with its unfairness. The subordinate public officer, struggling along on a salary of 50*l.* or 60*l.* a year, on one of the pay days finds a considerable portion of his hard-earned money kept back for the tax, and he meets as he leaves the Treasury a rich merchant who pays no income tax and charges the money expended on his license on the cost of his goods. And when the rich merchant openly says the income tax is a good one and should be retained, there is no wonder that dissatisfaction in the country is increased, and that some of the public officers become disloyal to the Government. Some years ago Royal Commissioners reported on the unfairness of the incidence of this tax, and the matter came before the Assembly, but that body decided to retain the tax. The amount collected is only a few hundred pounds, and this small sum could easily be raised in an indirect manner without giving rise to dissatisfaction.

Mr. W. H. Porter, the Island Treasurer, has kindly prepared for me a table, marked B. and appended hereto, showing all the important details concerning the amount of income tax collected during the year 1892. From this table it appears that only 92 persons paid the tax on incomes aggregating 14,750*l.* The tax is a graduated one, 2½ *per centum*, or 6*d.* in the pound, being paid on 38 incomes ranging from 50*l.* to 100*l.*, and 3½ *per centum*, or nearly 8½*d.* in the pound, being paid on 54 incomes of 100*l.* and upwards. The first column showing the classes of persons assessed is very instructive. It is seen that not a single trader or merchant pays the tax, but that 10 of their clerks do. That only 12 agriculturists pay the tax, and all these are, I believe, simply managers of estates whose incomes are known. That 50 public officers on service and three on pension, whose incomes are also known, are fully assessed. That two officers of the Colonial Bank whose incomes are known, too, are required to pay the tax. And that only six persons having private incomes have been assessed. It is, on the face of it, absurd that of the whole population only 42 persons besides officials are held to be liable for income tax, and it is evident that the operation of the tax is extremely unfair. It is most difficult in an island like Dominica for incomes to be properly assessed by an irresponsible Board. The Board of Assessors, the majority of whom are traders, doubtless do their best to carry out the law as fairly as circumstances will allow. But these circumstances are such as to render an equitable assessment almost impossible; and the operation of powerful interests, as is illustrated in the exemption of the clergy and others from the tax, points to the difficulties surrounding direct taxation in the island. When it is found after long experience, that any tax bears oppressively on certain sections of the population and cannot be imposed on other sections, common justice, as well as political expediency, calls for its abolition with as little delay as possible. The income tax in Dominica falls under this category, and if the revenue of the island is to be raised equitably in the future, the tax is one of the first that must be swept away when the readjustment of taxation takes place.

Road Tax.—This is a most unpopular impost as it is a poll-tax collected for road repairs which in some districts are not undertaken from one year's end to another. The people in these districts, therefore, grumble very loudly at paying money for repairing their neighbours' roads. As the residents in the town are exempt, the labouring population flock to it to escape the tax, and the country people complain because the townsmen do not help to pay for the roads they so frequently use. All poll-taxes are objectionable,

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and especially is this the case in such an island as Dominica. It would be better to abolish this tax and to raise an equivalent sum by an addition to the import duties. No measure would be more popular with the labouring and the poorer classes, and nothing would be more calculated to show them that their condition has received careful attention.

I am satisfied that if nothing but the removal of this hated poll-tax resulted from the work of the Royal Commission the mass of the people would be perfectly satisfied. They would attach far more importance to it than to any political changes concerning which they would understand little and care less.

H. A. ALFORD NICHOLLS.

Dominica,
18th December 1893.

Postcript.—After this memorandum was written I received from Mr. Rankin a reply to a letter I addressed to him concerning the loan works. Mr. Rankin has been good enough to write a memorandum on the subject which contains so much important information not generally known that I have appended it and the correspondence hereto (Appendix C. of No. 20). It will be seen from Mr. Rankin's statements that even in regard to the Canefield bridge Mr. Robins was undeserving of all the blame thrown on him.

H. A. A. N.

19th December 1893.

Appendix A. of No. 20.

Copy of a Circular Letter addressed by the Chairman to the Members of the Poor Law Board.

Sir, Dominica, May 27, 1893.

I have been requested by the Board of Guardians to call your attention to the present irregularity of the attendances of members at the weekly meetings at the infirmary, and the monthly one at Morne Bruce, and the practical abandonment of the duties of "Visiting Guardian."

At the last meeting the Chairman informed the Board that only two meetings at which a quorum had been formed had been held at Morne Bruce* since the beginning of the year; and apparently only one Guardian has visited the institutions as "Visitor" during that period.

This is, the Board feels, much to be regretted, for the attendance of members and the visits paid by them are of material advantage, and are much appreciated by the officers and inmates of the institutions and by the Government of the Presidency.

By non-attendance, not only is the advantage which the presence of members affords lost, but an unfair share of work and responsibility is thrown on those who do attend and carry out the duties of the Board to the best of their ability.

The Board therefore hopes that its members will recognise the necessity of carrying out those duties (honorary as they are, and involving sacrifice on the part of the members) in the spirit in which they were in the first instance undertaken; and should any member feel that he is unable, from any cause to give the necessary time for their proper performance, the Board thinks it right that he should notify the Governor of the circumstance, in order that his Excellency may be at liberty to fill his place.

I have, &c.
(Signed) G. Ruthven Le Hunte,
Chairman, Poor Law Board.

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* Where the Poor House and Yaw's Hospital are situated.—H.A.A.N.

Appendix B. of No. 20.

Table showing the details concerning the Collection of Income Tax in Dominica, during the Year 1892, drawn up by the Treasurer of the Island.

Class.	Incomes of 50*l.* to 100*l.* Tax 2½ per cent.			Incomes over 100*l.* Tax 3½ per cent.			Totals.		
	No. of Incomes assessed.	Aggregate sum of Incomes.	Amount of Tax collected.	No. of Incomes assessed.	Aggregate sum of Incomes.	Amount of Tax collected.	No. of Incomes assessed.	Aggregate sum of Incomes.	Amount of Tax collected.
		£ s. d.	£ s. d.		£ s. d.	£ s. d.		£ s. d.	£ s. d.
Government Officials	21	1,305 19 0	32 12 10	29	6,980 7 1½	244 5 0	50	8,286 6 1	276 17 10
Agriculturists	3	270 0 0	4 19 0	9	1,300 0 0	47 6 0	12	1,570 0 0	52 5 0
Mercantile Clerks	6	352 10 0	8 16 3	4	660 0 0	23 2 0	10	1,012 10 0	31 18 3
Bank Officers	—	—	—	2	800 0 0	28 0 0	2	800 0 0	28 0 0
Pensioners	2	134 16 8	3 7 5	1	330 12 8	11 11 5½	3	465 9 4	14 18 10½
Mechanics	3	160 0 0	4 0 0	1	140 0 0	4 18 0	4	300 0 0	8 18 0
Professional Men	2	103 6 6	2 11 8	3	550 0 0	19 5 0	5	653 6 6	16 8
Private Incomes	1	63 0 0	1 11 6	5	1,600 7 4	56 0 2	6	1,663 7 4	57 11 8
Total	38	2,389 12 2	57 18 8	54	12,361 7 1½	434 7 7½	92	14,750 19 3	492 6 3½

Appendix C. of No. 20.

Correspondence concerning the Loan Works.

I.

Dr. Alford Nicholls to Mr. F. W. Rankin.

My Dear Sir, Roseau, December 16, 1893.

As Clerk of Works at the time you were, I believe, intimately acquainted with all matters concerning the "loan works" when they were directed by Mr. Edward Robins, A.M.I.C.E.

I am now writing a memorandum for the information of the Royal Commissioner, and amongst other things, I am considering the question of the waste in the expenditure of the loans. It is evident that the span of the bridge swept away by the Canefield river in flood was altogether insufficient, and that a serious error was committed in this respect by Messrs. Robins and Hinds, the engineers responsible for the plan. In a recent conversation I understood you to say that Mr. Robins was misled in his calculations by being furnished with wrong information concerning the extreme height of the river in flood. I shall be obliged if you will kindly furnish me with particulars, for I have been always under the impression (like most persons here) that the "loan engineers" were entirely responsible for the insufficient span of the bridge.

I have, &c.
(Signed) H. A. Alford Nicholls.

II.

Mr. F. W. Rankin to Dr. H. A. Alford Nicholls.

Dear Sir, Dominica, December 18, 1893.

In reply to your letter of 16th inst., relative to our conversation on loan account affairs, I have drawn up a statement of the case so far as time and memory will permit. I believe the memorandum conveys a just representation of the work, and gives some insight into the cause of much trouble. I regret I have not time to go more fully into the facts of the case, but I trust the accompanying will be of use in forming a fair judgment thereon.

I have, &c.
(Signed) F. W. Rankin,
Late Clerk of Works to the Loan Account.

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III.

Memorandum on Loan Account (Roads and Bridges) Matters.

Mr. Edward Robins and myself landed in this island on September 6th, 1888. On the following day we had a long interview with the Governor, who instructed Mr. Robins to get out specifications for bridges (amounting to 19) for the rivers between Roseau and Layou, including the Layou river. This work was to be pressed, the Governor wishing to send home the plans and specifications by the coming mail on September 15th. This was done, although Mr. Robins represented to the Governor that a proper survey of the district should be made in the first place.

On September 11th, Mr. G. B. Blanc, the Colonial Engineer, was instructed by the Governor to accompany Mr. Robins and myself over the road from Roseau to Layou, and to give Mr. Robins all the information in his power relative to the bridging of rivers, and making the proposed carriage road of 25 feet breadth (8 miles). In passing along the route I took down in writing Mr. Blanc's statements and advice, especially regarding the spans required for the iron-girder bridges, the necessary height for the abutments, depth for foundations, the probable rise of a river in state of flood, and other local information, which Mr. Blanc with his many years of experience as Colonial Engineer and Surveyor in this island was supposed to be able to furnish (he was appointed Crown Surveyor in 1862, Surveyor-General in 1864). This work was hurried through in one day, and reported by Mr. Robins to the Governor, upon September 12th, who ordered Mr. Robins to at once get out specifications for the 19 bridges. He (Mr. Robins) again protested against such a course, saying that a proper survey was necessary. This was not allowed, and after working day and night, the specifications for 19 bridges (iron-girder) including the Layou river bridge of 120 feet span, varying from 8 feet spans up to 30 feet spans, were handed to the Governor on September 15th (the day the mail left for England). I may mention that Mr. Robins considered it advisable to order spans of different lengths, but all of 12 feet broad in order to enable a span to be afterwards lengthened if found advisable. This is a very important fact, it having been said that the bridges were ordered too short. This was not the case, Mr. Robins wisely judging the difficulty and cost of transport would be very great in moving a 40 or 50 feet girder compared with two of 20 or 25 feet. The result proved him correct. Mr. Blanc's information to Mr. Robins upon September 11th has proved misleading.

Mr. Blanc in no case advised a greater span than 40 feet. Mr. Blanc had nothing to do with the span of the Layou river bridge. Mr. Robins was sceptical upon some of the spans advised, and ordered longer spans in many cases, notably—

	Mr. Robins ordered	Mr. Blanc advised
Canefield River	30 feet and 15 feet span joined	40 feet span.
Bayonne River	15 " " "	10 "
Fromagé River	15 " " "	14 "
Belfast Mill-race	8 " " "	6 "
Abbot River	15 " " "	14 "
Tarreau River	15 " " "	14 "

With regard to safe height for the abutments of these bridges to clear the rivers in flood, Mr. Robins was, as results have since proved, misinformed by Mr. Blanc; and in no case did this gentleman advise abutments higher than 8 feet above the river's bed, with, as a rule, 5 feet foundations; and in many of the rivers he advised the height of the abutments as follows:—

Fromagé Bridge	6 feet abutments above bed of river.
Beausejour Bridge	6 " " "
Abricot Bridge	6 " " "
Belfast Mill-race Bridge	4 " " "
Hertford Bridge	6 " " "
Tarreau Ravine	5 " " "
Canefield Bridge	8 " " "

This latter bridge was swept away by a flood, notwithstanding Mr. Robins having increased the height of the abutments to some 14 or 15 feet, as against 8 feet recommended by Mr. Blanc.

On December 17th, 1888, Mr. Robins sent in a plan and specifications for a bridge of 15 feet span to be erected over the Fond Colé River; this plan was not accepted by

the Governor and the Road Board, who considered an ordinary pipe drain or culvert would meet the requirements.

Mr. Robins was instructed to put in a culvert, and two concrete pipes of 2 feet diameter each were erected, covered by an embankment, and approaches to a level with the main road, cost, 54*l.*; a flood came and destroyed this work completely. Mr. E. Fadelle, C.E., who succeeded Mr. Robins, erected a brick and stone skew-bridge of 15 feet span upon this site at the cost of 160*l*; this bridge was washed away, and Mr. Fadelle subsequently erected an iron-girder bridge of 27 feet span at a cost of 142*l.*; this bridge is in existence. Mr. Blanc's and Mr. Robins' original idea was an iron-girder bridge over this river.

With regard to the Check Hall river bridge, it was advised by Mr. Blanc, and approved of by Mr. Robins, that the site for this bridge should be at a distance of some 400 or 500 yards up the river, away from the line of the existing road, and a 40 feet span iron-girder bridge was suggested as suitable. A plan and estimate for this bridge at the upper site was sent to the Governor who approved the position. The Road Board, however, insisted upon the bridge being erected on the line of the main road. Mr. Robins did not agree to this, and the matter dropped. Mr. E. Fadelle afterwards commenced the abutment on the site selected by the Road Board; this work was washed away completely, and no attempt has since been made to bridge this river.

With regard to the extravagant and wasteful expenditure attributed mostly to Mr. Robins and his staff, on account of "Loan for Roads and Bridges," the following is a fair summary of expenditure during Mr. Robins' period of work in the island. He arrived on September 6th, 1888, and left on November 23rd, 1889.

Crown Agents' invoices for machinery, tools, railway, cement, and stores of all kinds, 6,371*l.*, which sum includes 19 iron-girder bridges.

Mr. Robins' expenditure, 6,398*l.*, including salaries and wages of the staff. Of the 19 bridges specified for by Mr. Robins, 12 have been erected, either by him or Mr. Fadelle. The girders and ironwork of the remaining seven bridges are lying either in Roseau or near the site of the position they were intended for.

The discontent and criticism engendered by the "Loan Account" (Roads and Bridges) works are attributable to many sources, a few of which I may suggest:—

1. The want of confidence in the then Colonial Engineer, and the consequent application in 1888 from the Government to the Colonial Office for the appointment of an engineer to carry out the work, and the re-instatement subsequently of the Colonial Engineer.
2. The utterly inadequate sum (20,000*l.*) raised on loan through the Crown Agents to meet the work proposed.

   Note.—It has since been computed that 50,000*l.* to 60,000*l.*, at least, was required for the works Mr. Robins was expected to carry out for 20,000*l.*
3. To the frequent stoppage of work in progress in favour of some other scheme, notably the Layou river bridge; the survey of the country from Layou on the Leeward coast to the Windward side of the island, stopped for other work and again commenced (three times).
4. The constant interference by the Governor and the Road Board in technical matters of engineering, notably, a suitable bridge for the Fond Colé river; a suitable site for the Check Hall river bridge; an insistence upon the sites for bridges being placed in the line of the existing road between Roseau and Layou, without regard to the suitability of foundation, or probable diversion of the rivers above these points during flood.
5. The almost weekly outcry in the local journals of the excessive expenditure and reckless waste of money under Mr. Robins' management, notwithstanding the fact that the expenditure was sanctioned by warrant on the Treasury; that the accounts, pay lists, and expenditure were placed upon the table of the Road Board at their meetings, the quarterly or half-yearly accounts of expenditure placed before the Legislative Assembly, and upon one particular occasion extolled by the Governor in his speech for the careful and moderate expenditure incurred by Mr. Robins and his staff.

(Signed) F. W. Rankin.

18th December 1893.

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No. 21.

Draft of an Act to declare certain powers to be within the competency of the General Legislature, submitted in 1888.

Be it enacted by the Governor and Legislative Assembly of the Presidency of Dominica, as follows :—

1. The following subjects in respect of this Presidency shall from and after the passing of this Act be within the competency of the General Legislature.

2. The Public Health and other matters connected therewith.

3. The enactment of laws with reference to the following matters :—

The consolidation of provisions which usually are, or conveniently may be, inserted in Act of this Presidency, dealing with subjects similar to those dealt with by the English Acts of the Imperial Parliament, known as "The Lands Clauses Consolidation Acts," "The Commissioners Clauses Act," "Water Works Clauses Consolidation Acts," "Town Improvement Clauses Acts," and "Police Clauses Acts."

7. The shortening of the language of the Acts of this Presidency.

No. 22.

Memorandum by Mr. Acton D. Lockhart.

The fall in the value of sugar is observable from 1847 (two years after the reduction of duty in 1845). In 1845 it stood at 32*s.* 8*d.* per cwt. in bond. By 1847 the price had fallen to 27*s.* 8*d.* per cwt. in bond. From that it may be said to have continued falling steadily till between 1848 and 1862, when the greatest fall occurs, and the output of Dominica is seriously reduced to nearly 2,000 tons per annum. From 1866 there is an increase in value and volume, as compared with 1862. But, slight as the rise is, it is soon succeeded by a more or less continuous fall in value to the present, though the volume increased to 1880. In support of this statement, I refer you to the official records and the newspaper of the time.

Between 1834 and 1862 the island had been convulsed by serious social and financial crises ; the negro rebellion of 1844, and a state of bankruptcy in 1853-4, when the Colonial Treasury could not meet its lawful liabilities ; and again in 1861, when a similar state of things existed.

These financial crises occurred at a time when the island was not called upon to bear the full financial burden of its government. At a time when there was an annual influx of capital from the mother country, by way of salaries of the Governor and his private secretary, those of the stipendiary magistrates, pensions to persons in receipt of Imperial pensions, and the money advanced by the English merchant to work sugar estates, and to pay their attorneys. All of which went to swell the amounts in circulation, and thereby increase the spending power of the people.

As to popular education. In 1862, we had 14 schools in eight out of the 10 parishes of this island. The principal school was an Anglican denominational school, in a Roman Catholic country.

There were on the roll 1,276, and in average daily attendance 773 children. Ten years later, 1872, we had 17 schools, each parish being then supplied. On the roll there were 1,122, and in daily average attendance 613. In 1874 there was a marked decrease in the numbers on roll and in attendance. The inspector recommended compulsory education, which is now in force in the Colony.

I had stopped to draw the comparison as to the educational work accomplished ; but I must proceed to demonstrate the fact that, prior to 1866, the contentment of the people was not what it has been stated to have been. And where could I get better proof than in the fact that our people were willing to, and did, migrate to Crab Island, a small island off the coast of Porto Rico, as indentured labourers under a Spanish Government. Would a contented and prosperous people, such as ours are represented to have been, willingly entered what was practically a state of slavery, under a Spanish Government ? Inducements, they had none ; there were no gold fields to attract them, and communication was by a 40-ton schooner, in the hold of which they lived on a voyage of a week or more.

Justices of the peace adjudicated in civil cases and received fees, and committed debtors to prison. There was no easy Court of Appeal, open to poor as to rich.

Prior to 1865 there was not a bridge on the island.

The law required a man to pay a tax by labour, or, in lieu, to pay money.

Such, sir, was the pretended progress after 40 years of trial that was arrested by the action of the English Government.

The military action that had paralysed legislators was of such a nature that children of all classes were permitted to enjoy the sight from the streets. The grand stand was the Anglican churchyard, from whence, in company with others, I distinctly recalled viewing the show, and hearing the band of H.M.S. "Aurora" play in what is now the public garden.

I have no knowledge as to the preparation of the ground in which this measure was to be planted, but, sir, if the Government purchased the support of some members by the offer of places which they subsequently held, it was, to my mind, a good investment. From the passing of the "Single Chamber Bill" and the abolition of the Lords and Commons, will be dated many improvements in our island, political, social, and financial; and that too in spite of continual depression in the staple product of the island, and the withdrawal of the financial support from the Mother Country.

Such increase as there has been in the expenditure on the official classes, has been, I believe, in consequence of the policy approved of by the elective members of the Assembly in 1888, and subsequently, and as the need of the island has called forth.

I may mention district Government officers and their constables, medical officers, Curator of Botanical Station, Grammar School, &c., &c.

The idle sugar mills on the island, which I do not believe amount to 100, are not the result of taxation or bad government. Their owners cannot continue to manufacture sugar to sell at below the cost of production. They stuck to it as long as they could, even after sugar had touched 6*s.* per cwt. in the local market. Those on poor soils gave in; where the soil is more productive, there are still some few men who can manage to, and do make a living out of sugar. It has been more difficult for Dominica to fight against the low value of sugar than most other places, because the soil is not so productive. The men who have fallen in the fight have not had the courage to start anew with new industries. In some instances the soil of our, believed fertile, island cannot be made to grow such products as are now of marketable value, such as limes, cocoa, coffee, no, not even bananas. Riding along, one is struck by the vegetation; the forest land seems capable of producing any tropical product; but experience, bitter experience in some instances, teaches us that vast tracts of our lands are valueless.

I do not speak, sir, as a disappointed agriculturist.

The constitution is not perfect; what constitution is? Personally, I should desire closer federation of the Leeward Islands; reducing this Assembly to a mere Board for levying rates and taxes.

As a nominated member of the Assembly, I can say that I have never been compelled to vote against my convictions in support of the Government, far from that, I have on many occasions voted against Government measures, as will be found on reference to the minutes of both the Legislative Assembly and those of the Federal Council. I endeavour, of course, to give as much support to the Government as I can, but I do not consider myself bound to vote against my convictions. When I have arrived at a contrary conviction to the Government, I have always informed the leader of my views, and on more than one occasion would have resigned my seat had the Goverment pressed me to support the measure.

The Assembly, constituted as it was up to the resignation of Mr. L. A. Giraud, was as fair a means of giving expression to the wishes of the people as is obtainable, except in a representative Government. For representative Government the country is too small, not having a sufficient number of men with leisure to devote to public business.

No. 23.

Returns and Statistics placed before the Commission by Mr. F. W. Rankin.

Balance Sheets of Dominica.

—	1875.*	1876.	1877.	1885.	1886.	1887.	1888.	1889.	1890.†	1891.‡	1892.
Revenue.	£	£	£	£	£	£	£	£	£	£	£
Blue Book - -	22,667	18,809	19,250	15,841	15,903	16,854	19,550	20,496	21,574	21,533	22,715
Colonial Estimates -	—	—	—	14,729	14,998	15,627	17,237	20,667	21,574	—	—
Expenditure.											
Blue Book - -	21,966	18,789	19,242	16,926	15,642	16,677	18,025	19,914	24,217	22,009	25,074
Colonial Estimates -	—	—	—	16,044	15,579	16,674	18,036	19,950	24,217	—	—

* Includes waterworks: Cr., 5,000*l.*; Dr., 5,028*l.*
† Expenditure includes 610*l.* Public works, extraordinary.
‡ Expenditure includes 2,927*l.* Public works, extraordinary.

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Tariff of Export Duties, prior to Repeal in 1888.

			s.	d.
For every hogshead of sugar,	40 inches truss and over		4	6
„ „ „	36 and under 40 inches truss		3	6
„ tierce „	28 „ 36 „		2	3
„ cask „	not being a tierce		1	2
„ barrel „			0	7
„ 100 gallons of syrup			4	0
„ „ molasses			2	6
„ „ rum			6	0
„ gallon concentrated lime juice			0	1
„ 10 gallons or under of raw lime juice			0	1
„ 100 lbs. of coffee			1	0
„ „ cacao			1	0
„ horned cattle			6	0
„ bushel of starch			0	6
„ „ farine manioc			0	3

Exports and Imports of Dominica.

—	1875.	1876.	1877.	1885.	1886.	1887.	1888.	1889.	1890.	1891.	1892.
	£	£	£	£	£	£	£	£	£	£	£
Exports - -	71,622	76,947	77,701	52,486	51,530	48,105	42,220	47,325	42,296	38,910	46,165
Imports - -	62,311	60,918	58,921	50,204	49,734	46,892	49,160	57,248	57,382	60,780	61,303

Population.

Census.	1871.	1881.	1891.
Population - - -	27,178	28,211	26,841

Land Tax.

1890.	1891.	1892.
£ 3,012	£ 2,389	£ 2,846

Chief Imports of 1875 and 1892.

Articles.	1875.			1892.			1875.	1892.
	Measure or Weight.	Amount.	Value in Pounds Sterling.	Measure or Weight.	Amount	Value in Pounds Sterling.	Difference in Pounds Sterling.	
			£			£	£	£
Beer, ale, porter - - -	Gallons	5,840	797	Gallons	4,492	616	+181	−181
Beef and pork - -	Barrels	310	1,470	—	—	—	—	—
„ „ - - -	Lbs.	325	11					
Beef - - - -	„	—	—	Lbs.	36,000	479		
Pork - - -	„	—	—	„	141,650	1,417	−699	+699
Ham, bacon, &c. - - -	„	—	—	„	7,082	284		
Bread and biscuits - -	„	11,403	115	Barrels	218	140	−25	+25
Butter - - - - -	„	34,359	1,682	Lbs.	38,900	1,236	+446	−446
Oleomargarine - -	„	—	—	„	11,463	274	—	—
Candles and tallow - -	„	30,230	944	„	23,323	488	+456	−456
Cheese - - -	„	2,479	112	„	4,844	145	−33	+33
Fish, dried - - - -	Cwts.	4,536	5,424	Cwts.	3,790	4,023	+1,401	−1,401
„ pickled - -	Barrels	405	483	Barrels	434	365	+118	−118
Flour - - - - -	„	5,070	6,507	„	7,958	7,620	−1,113	+1,113
Groceries and confectionery -	—	—	98	—	—	723	−625	+625
Tea - - - - -	Lbs.	470	45	Lbs.	1,025	67	−22	+22
Rice - - - - - -	„	—	567	„	156,170	765	−198	+198
Tobacco - -	„	—	1,678	„	16,879	374	+1,304	−1,304
Brandy - - - -	Gallons	296	250	Gallons	164	139	+111	−111
Gin - - - - -	„	1,468	254	„	1,284	194	+60	−60
Whisky - - - -	„	2	1	„	1,047	416	−415	+415
Wine - - - -	Parcels	2	7	—	—	801	−794	+794
Oil, olive - - -	Gallons	5,040	1,351	Gallons	4,776	1,010	+341	−341
„ kerosine - -	„	5,046	297	„	23,100	522	−225	+225
White Pine Lumber - -	Feet	376,918	1,774	Feet	271,661	1,152	+622	−622
Pitch „ „ - -	„	32,521	231	„	79,287	494	−263	+263
Sugar - - - -	Lbs.	36,038	651	Lbs.	91,131	850	−199	+199
Soap - - - - -	Cwt.	—	—	Cwt.	978	877	—	—

Exports of Chief Products, comparing 1875 with 1892.

Article.	1875.		1890.		1891.		1892.		1875	1892.
	Quantity.	Value.	Quantity.	Valu	Quantity.	Value.	Quantity.	alue .		
		£						£	£	£
Cacao (in lbs.) -	200,113	2,561	466,863	—	820,502	—	492,506	9,747	−7,186	+7,186
Coffee „ - - - -	10,990	327	included above	—	7,195	—	22,010	734	−407	+407
Sugar „ - - - - -	8,337,993	56,185	5,551,200	—	981,600	—	5,318,400	16,622	+40,563	−40,563
Lime Juice, Raw (in galls.) - -	2,885	—	—	—	5,997	—	55,596	2,085	gallons −52,711	gallons +52,711
„ „ Concentrated in galls)	8,400	—	—	—	35,960	—	33,148	9,116	−24,748	+24,748

Valuation of Estates from the last registration.

Estate.	Acres.	Valuation.	Tax at 2 per cent.
	PARISH OF ST. GEORGE.		
		£	£
Copt Hall - - -	133	1,000	20
St. Aroment - - -	100	700	14
Monpelier - - - -	168	150	3
Wotton Waven - - -	377	700	14
Snug Corner - - -	198	400	8
Wall House - - -	291	1,000	20
Shawford - - - -	200	2,000	40
Goodwill - - - - -	430	2,200	40
Castle Comfort - - -	240	750	15
Dominica Plantations Co., Ltd. -	400	6,000	120
Actual acreage - -	300	—	—
	ST. ANDREW.		
Melville Hall - - - -	1,000	1,600	32
	ST. JOHN.		
Piacad - - - - -	911	675	13
	ST. JOSEPH.		
Batalie - - - - -	291	750	15
Hillsborough - - -	750	1,500	30
Layou Park - - -	424	230	4
York Valley - - -	340	400	8
Clark Hall - - - -	696	1,400	28
	ST. PAUL.		
Canefield - - -	500	2,500	50
River - - - - -	233	1,000	20
Belfast - - -	361	500	10

Valuation of Small Holdings.

No. in Register.	Parish.	District.	Owner.	Products, &c.	Total Acres.	Valuation.
						£.
1	St. Paul - -	Fromagé -	F. Jacinth -	1 House - - - - -	2	10
2	„ - -	„ - -	M. Jacinth -	„ - - - -	½	15
4	„ - -	„ - -	V. Trassaint -	„ - - - -	1	10
16	St. George -	- - -	F. Avril - -	¼ acre in Cacao, 49¾ in wood -	50	30
34	„ -	Fond Canné -	J. C. André -	⅛ „ „ 2½ provisions -	5	15
35	„ -	Fond Colé -	R. Ambrose -	3 acres „ 6½ in wood -	9½	30

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No. 24.

Statement of Procedure in Provost Marshal's Office for the Recovery of Land and House Tax.

Defaulters' lists forwarded to treasurer in first instance.

About May and November in each year the defaulters' lists for each parish are prepared by the Government officers, and forwarded to the treasurer, each list being duly certified by the Government officers to contain a correct list of defaulters, with the actual amounts of the particular instalment due.

Fiats for sale obtained from judge by treasurer.

The treasurer, on receipt of the lists, causes them to be checked by the Government officer, Roseau, who is also empowered to receive taxes for the other parishes, in addition to those in his district, and on the names of defaulters making payment to him being eliminated from lists, the treasurer then applies in writing to the judge for fiats for the sale of the properties in default, such applications being attached separately to each list.

Lists handed to Provost Marshal to take proceedings against defaulters.

On the fiats being granted, the lists are then handed to Provost Marshal, generally reaching his office about June and December in each year.

The Provost Marshal is then authorised to charge the defaulters' costs in the following scale, which has been approved of by the Legislature :—

Costs charged on fiats being signed.

	s.	d.	
Tax under 1*s.*	1	0	costs charged.
1*s.* and under 1*l.*	2	0	„
1*l.* and under 1*l.* 10*s.*	3	0	„
1*l.* 10*s.* and over	3	9	„

Mode of accounting for taxes received by Marshal.

On lists being received by the Marshal, the names of defaulters are entered under the different parishes in a book which is alphabetically arranged, and on any amount being paid by a defaulter, a receipt is given to such defaulter from a receipt book with counterfoil, and the number of receipt entered in the book containing names of defaulters opposite the defaulter's name, with the amount of tax and costs paid, and if the property has been sold, such receipt is given in red ink, to distinguish those payments from amounts paid on properties that have not been sold, payment being also denoted on the defaulters' lists returned to Marshal.

Notification by Marshal in local newspapers that fiats have been obtained.

Shortly after the lists are received, notice is given in the Official Gazette and the local newspapers that fiats have been signed by the judge for the sale of the properties in default.

Mode of effecting levies on several properties in default.

Lists of the properties are then made out for each parish, with an authority to the bailiffs, signed by the Provost Marshal, and attached to each list, to levy on the several properties in default set forth in such lists. These authorities, with lists, are handed to the bailiffs, who proceed to the different localities where the properties are situate, and effect levies for the taxes due, making a return to the Marshal of what properties have been seized, additional costs of 5 per cent. on taxes due being charged each defaulter after levy made.

This procedure causes no inconvenience to the defaulters, it being only of a formal character, and intended more as a warning, that properties will be sold if the taxes due are not paid.

Tax a first charge on property.

To facilitate the recovery of the tax by the Government, the tax is made a first charge on the property, and the property is seized irrespective of disputes as to ownership or who is liable to pay the tax, provision being made under the Tax Act for settlement of these disputes in a court of justice, and the recovery from the legal owner of the taxes paid to the Marshal, to save the property from being sold.

Advertisement of sale in official gazette.

On the return of bailiffs being received by the Marshal, the properties seized are advertised for sale in the Official Gazette, giving the description of property, the period for which sold, and the day of sale, four weeks' notice of such sale being sufficient under the Collection of Taxes Act.

Printed notices of sale posted in localities where properties situate.

Printed notices of the sale are also posted in conspicuous places in the different parishes, the number of notices varying according to the size of the parish and the number of properties therein.

The parishes are generally dealt with one by one, in the same order as they are received from treasurer.

Sale. Procedure when Government purchases.

On the day appointed for the sale (the properties in default being sold at public auction in the Marshal's office) a Government official attends to bid on behalf of the Government, and the Government is declared the purchaser in the majority of cases, the sales to private individuals being of rare occurrence.

There are two sales books kept, with properties placed under different parishes, and also arranged alphabetically, with names of purchasers and amount of purchase money, one containing sales to the Government, and the other to private individuals. Record kept of sales by Marshal.

Lists of all properties so sold are at once prepared and forwarded to the Government officer, of each district, duplicate lists for all parishes being also supplied Government officer, Roseau ; and should the properties not be redeemed, they are not returned again to the Provost Marshal. List of properties sold supplied to Government officers.

Printed slips are also sent daily to each Government officer by Provost Marshal, keeping them informed as the properties are redeemed. Printed notices supplied to Government officers when properties redeemed.

In the case of a private individual being declared the purchaser, he pays amount of purchase money to Provost Marshal, who lodges same in Treasury on deposit account.

At the expiration of the six months which is allowed the defaulter to redeem, the purchaser receives, on application being made to Provost Marshal, a certificate of purchase, signed by him, under seal of the Supreme Court, which enables him to proceed to obtain possession of the property he has purchased, and should the defaulter redeem within the time allowed, he is called on to pay, in addition to tax and costs, 6 per cent. per annum on the amount of purchase money which is refunded to the purchaser from Treasury. Procedure on sale to private individual. Procedure to obtain certificate of purchase for property sold.

The Government has allowed defaulters to redeem at any time and has never, in any case since the Land Tax Act, 1888, has been enforced, exercised its right of taking possession of the unredeemed properties until the Ejectment Act was passed the early part of this year.

The private purchaser has, however, been more exacting than the Government, and has always demanded, before a defaulter was permitted to redeem—after the time had expired for redemption—a fair value for the property purchased above the amount of purchase money and in addition to taxes due.

Under these circumstances the Provost Marshal is powerless to interfere, the matter having been taken out of his hands by the defaulter's own negligence, and he can only therefore protect the Government by seeing that the taxes due on the property are paid, and let the parties adjust their disputes as to amount of purchase money demanded in a court of law.

C. MUSGRAVE,
Provost Marshal.

Memorandum on the above by Commissioner of Dominica.

Formerly great delay occurred from the necessity of having a separate "fiat executio" made out for the judge's signature in every separate case. By a recent Act the judge's fiat attached to a certified list applies to all the properties included in the list.

A further delay in dealing with persons who would neither pay their tax nor give up possession of their property after sale to the Government was encountered on a judgment of the Supreme Court that they could only be turned out by an action of ejectment in the Supreme Court. This stopped all further proceedings to recover possession until a recent Act was passed, 10 of 1892, empowering the Provost-Marshal to put the purchaser in possession, and also bringing the cases, when the tax due is under 5*s*., under the operation of the Leeward Island Act "for the recovery of small tenements, 1891," which empowers the magistrates to give orders of possession. The Government were proceeding under both the above powers in different cases until April last, when the La Plaine incident took place, upon which the Governor desired that pending further instructions no further ejectments were to take place. During the time which had elapsed owing to these delays between the original default of the owner and the demand for possession or redemption of the property several periods of tax payments being due had elapsed, and as the rule has been that any person wishing to redeem must pay up all arrears due to date of redemption, the amounts had accumulated and the defaulter in every case believed that he was being cheated, and this gave him an additional stimulus to resist either payment or giving up possession. Had the machinery been better at first, no doubt we should have met with far less difficulty with the defaulters. Where they can be *promptly* dealt with, as in the case of the road tax (which is a really heavier tax on the peasantry), they will pay, but when there is delay in dealing with them it encourages the dishonest and discourages the honest.

The Governor asked the Legislature recently to let defaulters for small amounts be summarily dealt with by the magistrates as in the Road Tax, but it was urged that as it was the *property*, not the *person*, that was taxed, it would be unfair to imprison a man

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who preferred to surrender his property to paying tax on it. The matter was not further pressed, but it would be the best way to deal with the question. The only alternative that I can see is to abandon the tax on all the small properties, say under 50*l.* or 25*l.* in case of lands—the tax representing that amount being 10*s.*, at 1 and 2 per cent. respectively. There would be comparatively little trouble with owners of estates paying 10*s.* and upwards.*

I will give the amounts of tax which the total valuations of estates up to those amounts would represent, *i.e.*, the loss to the revenue which would apparently be occasioned by the surrender of the tax. Against this, however, would be set the cost of bailiffs (and probably a clerk could be done away with), and a considerable charge for stationery and printing which the present process against the small defaulters necessitates.

5th December 1893. G. R. Le Hunte.

Return of Properties sold to the Government for Non-payment of Taxes.

Parish.	No. of Properties sold to the Government.	No. of Properties on which Taxes have been remitted by Governor.	No. of Properties redeemed by the Owners.	No. of Properties remaining unredeemed.	No. of Properties surrendered, or from which Owners have been ejected.
Roseau	168	77	14	77	—
St. George	141	31	83	27	—
„ Luke	10	1	5	4	—
„ Mark	30	5	18	7	—
„ Patrick	255	14	90	151	—
„ David	110	12	24	74	—
„ Paul	75	17	38	20	2
„ Joseph	248	16	87	145	3
„ Peter	275	21	51	203	1
„ John	117	12	31	74	4
„ Andrew	332	47	115	171	6
Totals	1,762	253	556	953	16

(Signed) C. Musgrave,
Provost Marshal.

5th December 1893.

Return of Persons prosecuted for "Persistent Trespass" on Lands sold to the Government for Non-payment of Land and House Tax.

Year.	District.	Total Number of Persons prosecuted.	Cases withdrawn.	Persons fined and paid.	Persons committed to Prison for Default of Payment of Fine.	Cases Postponed.	Cases Dismissed.	Persons fined and Time allowed for Payment of Fine.	Total.
1893	E.	39	21*	1	5	3	9	—	39
	F.	20	3	—	1	16	—	—	20
	G.	16	3	2	4	4	—	3	16
	Total	75	27	3	10	23	9	3	75

* Several cases were withdrawn by the marshal upon the defendants undertaking to redeem their properties.

6th December 1893. (Signed) G. R. Le Hunte.

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* *See* Appendix E., 13.

Land and House Tax.—Outstanding Amounts shown per Defaulters' List to end of 31st October 1893.

Parish.	1888.	1889	1890.	1891.	1892.	1893.	Total.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Town of Roseau - -	10 10 5½	10 4 9	13 6 6	17 6 6	17 19 4	18 9 9	87 17 3
Parish of St. George -	6 7 8	4 8 6	6 6 6	7 3 10	3 18 0	15 12 9	43 17 3
„ „ Luke -	0 6 9	0 10 3	1 19 4	0 18 6	0 6 9	1 17 5	5 19 0
„ „ Mark -	2 1 3	2 5 6	1 9 0	1 15 2	1 4 8	10 18 1	19 13 8
„ „ Paul -	2 12 0	2 19 0	3 18 2	6 2 6	5 4 0	14 6 8	35 2 4
„ „ Joseph -	4 12 10	10 2 9	15 14 2	55 17 7	32 19 5	26 3 5½	145 10 2½
„ „ Peter -	15 2 8	35 8 6	64 8 0	53 13 3	17 9 0	7 3 1½	193 4 6½
„ „ John -	16 3 6	6 11 6	10 16 0	18 14 8	19 1 6	24 0 8	95 7 10
„ „ David -	4 3 0	5 7 3	11 6 0	13 3 4½	12 8 5	4 8 5	50 16 5
„ „ Patrick -	4 8 3	7 8 6	22 14 9½	32 3 8⅓	28 19 0	30 4 8½	125 18 11⅓
„ „ Andrew -	6 7 3	15 16 9	23 8 6	40 16 8	59 1 2	91 5 9	236 16 1
Total - -	72 15 7½	101 3 3	175 6 11½	247 15 9	198 11 3	244 10 9	1,040 3 7

Note.—The defaulters' lists from which these figures are taken do not show all the taxes due, as for the last year or two, in accordance with instructions received, the Government officers have not been returning properties to the office after they have been sold. The taxes due on the properties that have not been returned amount to about 150*l.*, making a total of about 1,190*l.* outstanding. The amount of land tax by lists is about 700*l.* 13*s.* 7*d.*, and on house lots about 340*l.*

(Signed) C. Musgrave,
Provost Marshal.

23rd December 1893.

No. 25.

Letter from Carib Chief.

Sir, Dominica, December 7, 1893.

I, as Chief of the Caribs residing in the district of St. Marie, in this island, have been asked to lay a few facts before your Excellency as a cause of discontent.

1. We require a school in the quarter, and as there is none, the children are brought up in ignorance.

2. A hospital is also much needed, and our sick are taken to town with great difficulty. The distance to town is considerable, and the roads are in very bad condition.

3. I conduct the affairs of the settlement, and receive no remuneration from the Government.

4. I very respectfully ask to be heard in person.

I am, &c.
(Signed) AUGUSTUS FRANCIS.

His Excellency Sir Robt. G. C. Hamilton, K.C.B.,
Her Majesty's Special Commissioner to enquire into
Dominica Affairs.

Read over to the above Augustus Francis by the Interpreter, and sworn by him to truly represent the wants of the Caribs.

No. 26.

Petition from Residents on "Three Chains" at Fond Colé.

Fonde Colé, Dominica,
May it please Your Excellency, December 2, 1893

We, the undersigned, Her Majesty's loyal subjects, resident on the Queen's Three Chains at Fond Colé, in the Parish of Saint George, most respectfully beg to approach your Excellency with a view of submitting our grievances for your consideration.

1. The direct taxes levied by Government on us, especially on land and house, weigh very heavily upon us; more so since the increase of taxation, and taking into account our poverty from the want of capital. We are, as a whole, field labourers, and the sugar estates are mostly all abandoned; and the little work which is given to us is quite insufficient, as weekly wages vary from only 3*s.* 4*d.* to 5*s.* for able-bodied men.

2. The tax which is most oppressive upon us is the land and house.

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3. As an instance of special grievance, we should like to bring to your Excellency's notice a grave piece of injustice which we suffer under :—

That part of the Queen's Three Chains which extends from Ravine Fond Colé on the south to Ravine Coque on the north, is a portion of land which we now occupy, and have been in possession of for over 30 years. No rent has ever been levied on us, but we have, since the introduction of land tax, paid on our respective holdings. The recent owner of the Goodwill Estate, adjacent to that portion of land, now seeks to oust us of our possession by causing seven days' notices to be served on us.

4. If we pay taxes and no rent from the time we have been in possession, and taking into consideration the peculiar circumstances which attends the distribution of the Queen's Three Chains in this island, we respectfully beg that your Excellency will note this, and kindly find out for us if it is not a cause on which we should be dissatisfied.

5. We cannot touch, nor are we able to give an expression of our opinion with respect to the export duty in contradistinction to the land and house tax, but we feel that what we have stated as a special grievance bears some relation thereto.

6. We respectfully desire that your Excellency will be pleased to intimate to us that, in the course of your inquiry, that we should be represented by one of our body.

We are, &c.

(Signed) MESMAIN my mark × REMY,

And seven other marks representing signatures.

His Excellency Sir Robert George C. Hamilton, K.C.B.,
Her Majesty's Special Commissioner into Dominica Affair,
&c. &c. &c.

No. 27.

The REV. FATHER MICHEL to BISHOP OF ROSEAU.

(Translation.)

MY LORD, Colihaut, December 4, 1893.

I HAVE the honour to reply to your Lordship's letter concerning the complaints made by the people about the taxes they have to pay.

The people do not refuse to pay the land tax such as it was originally fixed, at ½ per cent; but the payment of that actually in force is impossible. We have no sugar estate here which could give regular employment and wages to the inhabitants; the coffee trees have been killed by the blight; there is no market for the ordinary "provisions," and, above all, there are no roads by which the provisions may be brought from the small holdings. If the Colonial Government does not keep up the main public roads, which are in a wretched state, it is hardly likely it will keep up, which as a matter of fact it does not do, the roads to the small holdings by which the labourers have to go to get to their provisions.

As there are no roads, it is only with the greatest difficulty that the inhabitants of this district can bring down their provisions, and at certain seasons it is impossible. And although the road-tax is paid they still have no roads. In the parish of St. Peter the holdings are entirely abandoned from want of labourers. Everyone has left for Cayenne and Venezuela, and that especially since the new taxes came into force. In accordance with your Lordship's letter, I conferred with the principal inhabitants, and have chosen three men as representatives for the Parish of St. Peter—Messrs. Peter Larocque, George Lecointe, and Gilbert Parillon. On what day will Sir R. Hamilton be able to receive them? If Sir R. Hamilton intends to pass by Colihaut, I beg your Lordship to give me notice beforehand. . . . .

I have, &c.
(Signed) J. MICHEL.

P.S.—Last Thursday the people of Colihaut sent a petition* to Sir R. Hamilton relating to the question of the taxes.

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* Appendix C., No 41. Petition from parish of St. Peter in which Colihaut is situated.

No. 28.

Petition from Inhabitants of Vieille Case, handed in by Mr. A. R. Lockhart.

Vieille Case, Northern Division, Parish of St. Andrew.

Sir, 15th July, 1893.

We, the undersigned, have thought it necessary, having heard or having been informed of your coming to this island to make inquiry into the present condition of the unsatisfactory state of things in this Colony, have deemed it a good and fit opportunity to lay before you our grievances.

1. We, as the inhabitants of the Northern Division, are much thrown backward, from the want of work or employment, to earn means to obtain our necessaries, in consequence of which we have only to depend upon the little we fortunately get from our gardens to keep us alive, but no means to do what we would really wish or desire.

2. There is this great burden of taxes upon our shoulders to pay yearly, which is oppressive to us. We have no objection whatever in the least to pay taxes, for we know that taxes must be paid for the upkeeping of the Colony, but this is what we would kindly ask of his Excellency, to endeavour to have these oppressive taxes reduced.

3. We would be able at times to earn a penny or two from the returns of our gardens, but, owing to the roughness of the sea, which continues nearly all the year round, with the exception of a few months, we cannot send nothing whatever to Roseau to sell in order to make a shilling or two.

4. Our roads of the Northern Division are very hilly, and in some parts stony, and thus render us much inconvenience in travelling, beginning from the Blenheim Hill downwards. Very often we would be glad to take a little of our produce even to Portsmouth for sale, but the roads being so difficult to travel on we are compelled to keep them at home for our own use; still we do not murmur in paying our road contributions, but we must truthfully confess that we do not enjoy anything like comfort in travelling on our roads in the northern part of this island, therefore we must always remain waiting for a chance to go by sea either to Portsmouth or to Roseau, which is so seldom, in order to gain a shilling.

5. Again, we have our boat tax to pay and yet our boats are of very little use to us owing to the continual roughness of the sea, so that it is only at a certain season of the year, for a month or two, that we can venture to push off our boats. This tax also we find somewhat hard to pay, when considering the disadvantages we have in the using of our boats.

6. We have again to pay horse tax, and, owing to the roads being so bad nearly all along, even the very horses find it difficult to travel. We, as a rule, in the northern part of this island, are rather unfortunate by not having good roads and sea; hence, if one should think seriously over our situations, inconveniences, and circumstances, we really need mercy shown or bestowed upon us in relieving us of horse and boat tax, that is, at a reduced rate.

7. We find our land and house tax rather too high, and thus would humbly ask of his Excellency to do his best for us as poor inhabitants of the Northern Division of St. Andrew's Parish to have these oppressive taxes in some measure reduced.

8. There are many of us who are not at all in a position, owing to our poor circumstances, to pay our land and house tax, and what is the worst of all, if such of us fail to pay we are ejected from our dwellings, which we find to be very unkind on the part of our Government to put us out of doors with our families.

9. We beg, and do sincerely beg, that his Excellency will take these grievances of ours into close consideration and thus endeavour to rid us of our grievous yoke.

We do hope and trust that we, as your humble and aggrieved servants, may be granted of our earnest requests.

While we subscribe ourselves to be your Obedient Servants, RAYMOND ROYER (and 10 other signatures), representing the rest of the population of St. Andrew's Parish, Northern District.

To His Excellency Sir Robert G. Hamilton, K.C.B.

No. 29.

Letter from Mr. Marie of Brookdale.

Sir, 13th December 1893.

I have been asked by a large number of the people of this parish to represent them to bring to your notice the following grievances:—

1. That the land and house tax presses very heavily on them, especially as owners of small lots of lands who dispose of their produce locally, and cultivate only provisions for

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home consumption. As they do not export they derive no benefit from the removal of the export duty; therefore the present land and house tax, which is now made a source of revenue, in lieu of the export tax, is to them a very great burden. They did not, however, feel it so much, when first introduced at ½ per cent., as at the present, to them, very high rate, and they consider that one of the causes why this tax presses so heavily on them, the small proprietors, is because most of them have no means of cultivating their lands or small estates properly, so as to give them a paying return which would enable them to meet this duty, and they are unable to get any advances.

2. Their next cause of discontent is that, notwithstanding the pressure of the land tax as stated above, they have also to pay a road tax and an increased horse tax in addition. Where the two latter press very much on them, especially when taken in connection with the first, is when they happen to be heads of young families, say in a case where the small proprietor has a family of five or six boys and girls, besides himself and wife, from 16 years upwards. He has to contribute, besides his land tax, 6*s*. per annum for each of the male members of the family and 3*s*. for each of the female; and should they, as is generally the case, happen to have two horses, very often more for the purpose of accumulating creole dung for the use of their little cultivation than for the pleasure of riding, again they have to pay that heavy lately increased tax of 10*s*. for each horse.

3. Another great and principal cause for irritation is a lately enacted law under the Rum Duty Act, which they, the small proprietors, consider was enacted for the principal purpose of preventing them from having the advantage of using their stills for distillation of rum; they refer to a uniform duty of 25*l*. per annum that was lately put on all stills, whether of 1,000 gallons, 50, or less; they think it very unfair that such a one-sided law should have been enacted, which gives every facility to the large proprietor or rich man to distil thousands of gallons of rum, and deprives the small proprietor or poor man of the little privilege of distilling his two or ten gallons, although he is quite prepared to submit to whatever regulations the law may make, or pay whatever duty his quantity should impose upon him. The consequence of this enactment is, they were obliged to cease distilling, in many cases break down their stills, and now they have to throw away their skimmings and wash, and are thereby deprived of the little return they used to get from their few gallons of rum, which would certainly be a source of assistance to them towards the paying of their taxes, as it would be impossible for them (as those who enacted that law very well knew) to pay 25*l*. per annum on their small stills.

I am particularly asked to state that the above are the causes of their present discontent, which is the reason that so many have emigrated to the gold mines of Cayenne; but they are fully aware that there must be taxes and they do not lose sight of the fact that their principal roads have been very much improved of late and valuable bridges erected much to their comfort, they would be quite satisfied if the land tax is abolished and the export tax again made law; the road tax allowed to remain as it is at present and the horse tax reduced to 5*s*. yearly instead of 10*s*., for it was formerly 4*s*. with the privilege of allowing the holder of each cultivated lot of land one animal free; the law on stills be more fairly adjusted so as to enable them to distil as well as the large proprietors, they being made to pay duty on the quantity of rum made and license in proportion to the size of their stills as formerly; means given them by steam communication to communicate with the two principal towns once or twice per week, and transport their crops, the great want of which is one of the great drawbacks to their prosperity in this part of the island; that the Government should establish a crédit foncier to help them with the cultivation of their lands, as they are totally unable to get advances for the purpose, and this would greatly benefit the island as it would increase the revenue to a great extent.

The cry which the tradesmen and labourers especially have asked me to give utterance to, which is echoed by the small proprietors and everyone in the quarter, is the great want of work which they are suffering from for some years past, through the abandonment of some of the principal estates, and only the partial cultivation of others, which is the cause of their not being able to pay their taxes; that they very often go out to work on Monday morning and return without getting any employment whatever, and at times get only two or three days' labour for the week. When it unfortunately turns out that such is the case just at the time when the period for paying their road tax comes round, however willing they may be, they find it difficult and at times even impossible to make up the road money. I am strongly requested by them to pray that your Excellency would use your influence in inviting capitalists to come and take up the abandoned estates and some of the virgin lands, to enable them to get regular employment as was the case as late as 10 to 12 years ago, or advise the English Government, under whose flag they

are quite satisfied to live, to devise such means as they think best to supply them with steady and regular work as heretofore, the want of which is the cause of the non-payment of their taxes and brings on great privation and discontent, and causes many of them to dispose of their little stock and trinkets at a sacrifice to enable them to leave their country, their homes, and their families, to seek an honest living at the gold mines of Cayenne, where some never live to return, which they would never have done if the estates were working as before, by which they would be constantly employed.

Notwithstanding their proper and very legitimate grievances I am glad to say on their behalf that their loyalty to the Queen and the British flag is unshaken.

(Signed) W. G. MARIE.

His Excellency Sir R. G. C. Hamilton, K.C.B., Commissioner.

No. 30.

Petition from Inhabitants of Wesley.

May it please your Excellency,

We, Her Majesty's dutiful and loyal subjects, residing in this, Her Majesty's island of Dominica, and in the district commonly known as Lasoye, most respectfully beg leave to approach you, Her Majesty's special Commissioner, to inquire into and to report our grievances and wishes to our Most Gracious Lady, the Queen, for the benefit of her subjects in this portion of her dominion.

And, further, we delegate and appoint the bearer, Mr. David Barnes Leslie, our deputation, to wait upon your Excellency and to answer all questions bearing upon us.

We hereunto annexed a list of our grievances, complaints, and wishes, first stating the subjects which form our ground-work; viz.:—

1st. Land tax and house tax.
2nd. Road tax.
3rd. Boat license.
4th. Horse tax.
5th. Crèdit Foncier or land bank.
6th. Extension of roads.
7th. Coasting steamer.
8th. Opening up of Crown lands under free grants.
9th. Confederation.
10th. Extension of elective privilege.
11th. Lasoye should be specially represented apart from Vieille Case.
12th. Education.
13th. Discontent.
14th. Governor's scheme for improvements in the island.
15th. Labour question.
16th. Re-imposition of export duty.
17th. Central sugar factory.

1st. The land and house tax, which is the chief source of discontent. It has a tendency to throw out of doors a whole family, with all their goods and chattels, without summoning to show cause. It is levied at an excessive rate, viz., 2 per cent. on the value. Should be reduced to the original standard, which was ½ per cent. on value. The tax would thereby become popular. Valuation commissioners are at sea with regard to the properties valued by them in the country districts. A Board of Valuation should sit in each district where there is a magistrate's court with magistrate sitting as chairman, and four members, Government officer including, vested with power to impose and remit taxes under this head. The peasants are chiefly illiterate and poor, and hence cannot petition the executive for relief in real cases. Properties very unfairly valued. The system of sending a young man around, or locate a stranger in any district for the purpose of valuation, is a waste of money, result unsatisfactory, as has been demonstrated a few years ago by some special appointments.

2nd. Road tax. Very badly imposed upon aged persons owning properties without deriving any source of income therefrom deprive them of the privilege of statute labour which is, in some cases, offered. Complaint exists of the excessive labour exacted from the men elected to contribute manual labour in lieu of a money contribution, which stands thus, viz.: 6*s.*, or 12 days, 7*s.* 6*d.*, or 15 days. Should be 6*s.*, or 8 days, 7*s.* 6*d.*, or 10 days. The tax on women stands good.

3rd. Boat license. There is no speculation in keeping a boat on the windward coast of the island in comparison with the leeward side. The license on boats along the windward coast should be reduced to one-half its present rate owing to the very great inconvenience to trade and commerce by sea, or by boat.

4th. Horse tax. The system now existing of licensing all horses in the island a very good one. Should like the old system of allowing one horse for the use of estate, free of taxation.

5th. Crédit Foncier, or land bank, very much wanted. Believe it to be one of the best means for the development of the resources of the island if fairly conducted. All the small proprietors have been ruined since the sugar crisis.

6th. Roads extension. Believe this to be a necessity and not a luxury.

7th. Coasting steamer very much needed. Believe that it will greatly enhance the trade and commerce of the island.

8th. Opening of Crown land under free grant would be the means of inviting capitalists, bringing home natives who have done well in the gold fields and in other Republican countries, and also keeping the people steady at home.

9th. Elective privilege over taxation and expenditure or an increase on the elective elements.

10th. Lasoye should be specially represented apart from Vieille Case on the grounds of having peculiarities special to itself, which are as follows: Soil, product, language, custom, habits, and religion.

11th. Education. Believe, under the management of the present Inspector-General of schools, the day is in the near future when general satisfaction will be shared in all quarters of this island. Compulsory education is not yet carried out in this district, nearly two-thirds of the children of school age are to be seen loafing about during school hours.

12th. Confederation. Should think the island would be more prosperous if independently governed. Should certainly like to see heads of department residing in the island. Think there would be a saving in the revenue to the benefit of the island.

13th. Governor's schemes for the improvement of the island are of the greatest necessity, and should never be lost sight of.

14th. Public pounds, the erection of which throughout country districts is a want very greatly felt to meet the requirements of an illiterate public, as is provided by a local statue now in force.

15th. Labour question. There is a very great demand for employment by agricultural labourers and tradesmen in this quarter. The people migrate to the gold fields in search of a livelihood with no desire to reside there, but finding no inducement at home they become wanderers from disgust.

16th. Re-imposition of the export duty would be a means of increasing revenue.

17th. The erection of a central sugar factory in this well-adapted district would be the means of securing a convenient livelihood for the inhabitants, fellow subjects of the realm, and foreigners too.

We have, &c.
(Signed) DAVID B. LESLIE,
(29 other signatures or marks).

No. 31.

Petition from Peasant Proprietors of St. Andrew's, South.

The humble Petition of the Peasant Proprietors of the Parish of St. Andrew, South. Showeth,

1. That your petitioners have from time to time been considerably harassed by Government, and very often thrown out-doors to seek shelter in caves and forest for non-payment of the land and house tax, which is consequent upon the now prevailing failure of agriculture.

2. That their holdings have been overvalued by the valuation committee, which is composed of men unacquainted with the position and situation of the different parts of the island, thereby rendering them unable to set a fair and reasonable value on properties.

3. That besides the land and house tax, we have also to pay a road tax, and are further called upon to pay a boat tax and an annual tax of 10*s.* for keeping one horse; and that the payment of taxes would be removed from the proprietors of estates for keeping at least one horse.

4. That considerable discontent prevails between landowners in this southern portion of the island and the Government for having taken large portions of our land on the new line of roads from Portsmouth to Lasoye, for construction of the same, without compensation.

5. That we having undergone and withstood the crisis these many years in the depression of the sugar industry, and the product of which our land has been chiefly adapted; and that we being unable now to tide over our present difficulties caused by the dejection of the past, we therefore pray that the Government would institute in the island for our relief a land bank or crédit foncier.

6. That although good roads and bridges are required for travelling through and around the island, yet these do not quite facilitate our wants in getting our produce from the Windward part of the island to town. We therefore pray for steam communication around the island.

7. That under the present condition of affairs in our island of Dominica there are dark, dim, and gloomy signs, showing that in the near future all our holdings will be confiscated by Government, and thereby causing us to lose footing in the land of our nativity, to seek refuge in foreign climes.

And as in duty bound your petitioners will ever pray.

NATHANIEL POWELL.
(9 other signatures.)

No. 32.

The Rev. J. COUTURIER to Sir R. G. C. HAMILTON, K.C.B.

(Translation.)

Supplementary Evidence to that given at La Plaine on the 16th December, 1893.

Concerning the Magistrature and the manner in which Justice is dispensed in my District.

Your Excellency,

A magistrate in the midst of a population as poor as this ought, in my opinion, to be a moderate and conciliatory man, and not one who endeavours to put money in the treasury. According to my view the law is read far too literally and not enough attention is paid to the spirit of it. No consideration is had for the condition of the people. No inquiry is made to see if the people are poor, or if they have a large family, before reducing them to the most utter poverty. Instead of the "minimum" penalty being inflicted they are subjected to the "maximum."

Allow me to quote you certain examples:—

A case of oil, amounting to about a gallon, was found at the house of one of my parishioners, the oil was contraband; information was laid against the man, and he was fined 10*l.* At another man's house, who was also informed against, a packet of Martinique tobacco and about a quart of taffia was found, he was also fined 10*l.* Three poor unfortunate fellows, who, in order to make a little money, had shipped over contraband articles, were each fined 9*l.* They were not seen doing it, but were informed against by another man, who was in a like position, and in whose hands a case of oil had been seized. The police made an agreement with this man, promising to let him alone if he would lay information against the others. This he did, and coming before the magistrate as a witness for the police, thus got the three unfortunate men fined. They have sold all they had to pay the sum in which they were condemned, and still have not been able to realise it, and will perhaps be punished on account of what they still owe.

All the moneys raised by fines upon my people go into the Treasury.

If our people are condemned to prison often they are sent to Antigua, though there is a jail at Roseau, which is a reason for their preferring to make any effort to pay rather than go to prison.

The above, which I had omitted from my evidence at La Plaine, I leave to your Excellency's just appreciation.

APP. C.

I again ask of you to get abolished, if possible, the second monthly magisterial court which has lately been instituted in my district.

I sign this supplementary evidence as though given on oath.

(Signed) JACQUES COUTURIER,
Curate, La Plaine.

No. 33.

The humble PETITION of the INHABITANTS and PROPRIETORS of LAPLAINE, in the parish of Saint Patrick, North.

SHEWETH:

1. That your petitioners reside in a parish where the sea for about nine months in the year is boisterous and rough, and therefore unavailable for the transfer of produce to Roseau by canoes.

2. That your petitioners are made to pay boat license for the whole year, notwithstanding the difficulties of their situation above mentioned; and we also have to pay a tax on our horses, which we are compelled to keep from necessity.

3. That the excessive land tax is oppressive and can scarcely be met by your petitioners, especially those of them who are called upon to pay on holdings which give no return.

4. That old and infirm persons who have hitherto been exempted from the payment of road tax have had the tax re-imposed upon them because they possesss a small hut and, in some cases, a half acre of land; and in default of payment of land tax, their huts and lands have been levied upon and sold, and therefore are left without shelter for themselves and their family; while in default of road tax they are taken to jail.

5. That your petitioners possessing property were allowed (not many years ago) a horse free of license, whereas they are now compelled to pay an annual tax on every horse.

6. That, being situate on the Windward part of the Island, your petitioners' lands are not very productive through the saline of the sea and the heavy channel winds

7. That your petitioners chief produce are a little arrowroot and farine manioc, which very often, when being taken down by canoe to market in Roseau, gets wet, and therefore becomes unmarketable.

8. That your petitioners have of necessity to get wood cut for the repairs of their houses from the uncultivable and uninhabited mountain lands in the district, and for which they are prosecuted and fined, and, in default of payment, con victed nd imprisoned.

9. That the valuation of properties are in very many instances unfairly assessed, whereby the taxes thereon become much beyond the means of your petitioners to pay.

10. That your petitioners cannot understand the procedure of the Government whereby owners and occupiers of small buildings are ejected from their homes and turned out into the woods because they are too poor to pay a few shillings for land tax; and especially that after persons had been evicted by the bailiff on the 5th of April last the Governor should return with policemen to evict the same people again on the 13th of the same month, the result being the death of our countrymen, which we deplore.

11. That our respect for the Government and our ideas of the majesty of the law have been greatly shaken, in that no inquiry has been made into, and no person has been charged with, or tried for, causing the death of our four brethren, yet we are always brought before the magistrate and told we must submit to the law.

12. And your petitioners take the opportunity to express to your Excellency their entire dissatisfaction with the federal connexion of this Presidency. They desire to see the affairs of the island managed by a majority of the Elective element, and that, in the near future, the connexion with the Leeward Islands may be severed, and the management of our affairs left into our own hands as formerly.

And as in duty bound your petitioners will ever pray.

Dated this 13th day of December, 1893.

(Signed) J. COUTURIER.
(67 other signatures.)

To Sir Robert George C. Hamilton, K.C.B.,
Special Commissioner appointed by
Her Majesty the Queen.

No. 34. App. C.

The humble Petition of the Laplaine People.

Sheweth—

That the Laplaine Parish being one of the poorest Parish in Dominica, and has no means to pay the "Land Tax" Huckster License we beg to reduce the same, because we have and unfavourable sea, sometime for four five too six month the sea remain rough, no boat cannot lunch, to Roseau to get any provision, "Horse Tax" is very heavy on us, we beg if you would reduce half, We beg if your Honour would be kind enough to reduce on the "Road Tax" by paying 3*s.* twice a year, women 1*s.* 6*d.* over sixteen year or labour 3 days in the public road men 6 days we received 6*d.* per day for such labour and men who has no means, to exampted over 60 women over 50 year: if you are sick unable to labour you brough before the magistrate and convict 14 days prison.

Your Petitioner's Sheweth—That Boat License we obtain here we has no satisfaction sometime boat idling for five to six month, doing nothing, my the cause of heavy sea's we owners of boat beg to grant us the License entirely some time after obtain the License for a new boat sometime by heavy sea mash without lasted two month, as this year 3 has get wash by heavy sea's.

Your Petitioner's Sheweth—That their are many Still manufacture Idling for so heavy a "Tax" paying 25*l.* 0*s.* 0*d.* on every fifty Gallons and one shilling on every gallon above, before Still License was 10*s.* we all used to obtain the License but now is 25*l.* 0*s.* 0*d.* we are unable by poverty:

Your Petition Sheweth—That there are some Estate suffering after the great hurricane those Estate was destroy this is in 1883, for the sake of Capacity those Estate is unrepaired up to now: Produce are very small on those Est. We do not make any Sugar-cane by the cause of the poorest of Land, our land cannot make any produce without manure, if we wish to make two barrel of Sugar we must address to some one in town, for a bag of Guano which is 2*l.* 0*s.* 0*d.* after making the produce, the same do not sell for 1*l.* 0*s.* 0*d.* we must go and labour abroad to satisfy the Amt: so we has no benefit:

Your Petitioner's Sheweth—That after a father had nine Children on hand paying "Land Tax" paying "Road Tax" "Boat Tax" &c. and has no employment how could we able to support our Children: The Government after promise to gave us a residence Doctor for so much tax paid sometime for three months we do seen any doctor:

Your Petitioner's Sheweth when the doctor came he ask two shillings fee's for every Visit: The best doctor who past in the District, was doctor Ratt the Government find he was too Good, they remove him and every one who came after Charge 2*s.* fee.

Your Petitioner's Sheweth—That the produce here are small, it is only farine and arrowroot made in the parish, worth 5 to 6 cent. per pot and although the produce cannot sell:

Your Petitioner's Sheweth—It is not to say that we refuse to pay the Tax but for the sake of poverty we are unable this is the cause that make the distress happen in April: last

Your Petitioner's Sheweth that after a man has exempted from "Road Tax" for many years to put him in the road to pay 1*s.* 6*d.* Tax for his house, do you think your Honour it is fear: If you has an Acre of Land an one house the house pay apart from the Land.

And your Petitioner's, as in duty bound, shall ever pray:

We Remain Your most Obedient Servant,

(Signed) CASIMIR JOSEPH,

Our Most Honourable Sir Robert Hamilton, K.C.B. (23 other Signatures.)

No. 35.

Petition of Inhabitants of Boetica.

Presidency of Dominica, Boetica,

Your Excellency, December 9, 1893.

We, the inhabitants of Boetica, in the Parish of St. Patrick North, do represent to you, as Her Majesty's Special Commissioner to inquire into Dominica affairs, the grievances and disadvantages under which we labour.

The land tax that we pay is burdening us down; we find it impossible to pay it.

We are compelled to sell our all to pay taxes; even our fowls we have to sell.

We cannot send our children to school as we ought, because we cannot buy clothes to give them, and food to eat during school hours.

App. C.

We live only to pay taxes; everything we have must go towards the payment of taxes If we are unable to pay our land and house tax, our little property is sold, and we are turned out of doors. We are told that our property is bought by the Government, and if we return to our premises we will be prosecuted for trespassing. Having nowhere to go with our families, we venture to return, not because we want to disobey the law, but simply because we can do no better. On returning, we are brought before a district magistrate for trespassing, we are fined, and having no money to pay we are sent to prison.

The boat license we pay on the Windward side of the island is too high, because we cannot use our boats to advantage as our countrymen on the Leeward side; the sea on the Windward part of the island is often so very rough that we can seldom push off our boats to go to fish or to take our provisions to town.

We pay more money for boat license on the Windward side of the island than our fellow-men on the Leeward side, because we have to make our boats bigger on account of the roughness of the sea, and the license is paid by the number of feet. We have no landing-place; it is on rocks that we have to haul our boats, and sometimes the first time a boat is launched it is broken to pieces.

The road tax is another thing; among the common class of people men pay 3*s*. and women 1*s*. 6*d*. for each period. If we have not the money to pay we perform manual labour, and that is where the injustice lies. Men have to work six days in lieu of 3*s*., whilst women work three days in lieu of 1*s*. 6*d*. Thus a man's day's pay is counted for 6*d*. If women work three days for 1*s*. 6*d*., then men ought to work three days for 3*s*., as a man is calculated to work for a shilling per day.

We have no doctor; at least we are supposed to have one (Doctor Sydney Senhouse), but he is seldom seen; if he is seen passing (which is a rare occurrence), and he is called to attend a sick, he will not come if he is not paid at once, no matter how poor the patient may be. He does not reside in the parish, but at Soufriere, which is nearer Roseau than here.

We, the inhabitants of Boetica, are very badly off; we cannot get employment as the estates near us are abandoned. Not a farthing of the loan of the 30,000*l*. has been spent in our quarter.

We plant a little manioc to make farine, but farine sells at 2*d*. per pot.

We plant arrowroot also, but that sells at only 4*d*. per pot.

The proprietors get all the benefit, and we labourers suffer.

We used to plant canes, but sugar sells at only 5*s*. per cwt. Cocoa, coffee, and limes are cultivated by the big proprietors; we peasant proprietors have not much of that.

Labour is too cheap, as there is not much to do, and taxes of all sorts are pressing us down heavily.

Hoping your Excellency will take our case into consideration, and try to redress our grievances,

We are, &c.
(Signed) MORAIN JOSEPH,
(43 other signatures).

To His Excellency Sir R. G. C. Hamilton, K.C.B.,
Her Majesty's Royal Commissioner,
Appointed to inquire into Dominica Affairs, &c.

No. 36.

Petition from Inhabitants of St. Patrick's, South.

Sir, Grand Bay, December 12, 1893.

We, the undersigned, proprietors and labourers residing in the South Division of the parish of Saint Patrick in the Presidency of Dominica, beg respectfully to lay before you the following statement of our grievances, which we earnestly request you will present to the favourable consideration of Her Majesty's Government.

1st.—Since the late sugar crisis some of us who are proprietors of small estates, have been compelled to abandon our little cane cultivation by reason of the unremunerative price of sugar that obtained. We would, however, have gladly persevered in the cultivation of the sugar-cane for the purpose of manufacturing the same into rum, a means which would have greatly assisted us, had it not been for the high duty which has been imposed upon the small stills; which action on the part of the Government at once caused us to abandon that project, and thus reduced us almost to the brink of ruin. In this state of things we could not employ labourers, having no work for them, and those of us who follow that calling, not being able to obtain work, either from us or

from the proprietors of the larger estates (who likewise felt the pressure of the times), are reduced to poverty and want.

2nd.—We cultivate cocoa, but the yielding of this product is very small owing to the badness of the soil in some places, whilst in others it is barren.

3rd.—We are now obliged to have recourse to our provisions as a *dernier resort*, which provisions consist of bananas, casava, plaintains, &c., but when these are reaped and carried to market the price obtained for them is so small that it is discouraging to continue their cultivation. We are now rendered destitute of the means of supporting ourselves and families.

Destitute as we are of the means of sustenance we are burdened with a tax of 2 per cent. on our land. Where are we to get the money from? Many of us have had to sacrifice our live stock for the purpose of meeting this heavy tax. Added to this, we have to perform six days labour on the public roads twice in every year, or pay a money contribution of 6*d.* per day, and in default of either of these, to suffer imprisonment. We may here mention that our wives and sons and daughters are also liable to perform such labour, or pay a money contribution; the females, however, work three days or pay 1*s.* 6*d.* Some of us from bodily infirmity and old age are unable to work on the roads, and from poverty are unable to pay the money contribution, yet notwithstanding these infirmities we are told that the law must take its course.

We feel gratefully thankful to Her Majesty's Government for having instituted an enquiry into our condition, and we earnestly request that you, the Commissioner, would be pleased to present our grievances to the favourable consideration of Her Majesty's Government in the hope that we may obtain such relief in the premises as may ameliorate our present distressed condition.

We have, &c.

Sir Robert G. C. Hamilton, K.C.B., Special Commissioner appointed by Her Majesty to enquire into the Affairs of Dominica, &c. &c. &c.

(Signed) NICHOLAS ALCENDOR.
(31 other signatures and marks.)

No. 37.

Petition of Inhabitants of Gruo and Fond St. Jean.

Fond St. Jean, Parish of St. Patrick, December 18, 1893.

Sir,

We, the undersigned, inhabitants of Gruo and Fond St. Jean in the parish of Saint Patrick in the Presidency of Dominica, beg respectfully to lay before you the following statement of our grievances, which we humbly request you will be pleased to present to the favorable consideration of Her Majesty's Government.

We reside at a place where there is no cane cultivation carried on, and consequently we can obtain no work. Some of us to procure a livelihood go fishing, and this employment gives very little return.

We cultivate a little cocoa, but the yielding of this product is very small owing to the badness of the soil in some places, whilst in others it is barren.

We cultivate provisions consisting of bananas, casava, &c., but when these are reaped and exposed for sale the price obtained for them is so small that it is discouraging to continue their cultivation; these disadvantages have rendered us poor and indigent in circumstances.

In this state of things we are burdened with a tax of 2 per cent. on the value of our houses and land, which in many instances have been over valued. To avoid a levy and a sale of our properties, many of us have been compelled to sacrifice our live stock as the only means of paying the tax.

Added to this we have to perform six days' labour on the public roads twice every year, or pay a money contribution of 6*d.* per day, and in default of these to suffer imprisonment. Our sons and daughters likewise labour on the roads, the daughters perform three days or pay 1*s.* 6*d.* contribution money. Some of us from bodily infirmity and old age are unable to work on the roads, and from poverty unable to pay the money contribution; yet, notwithstanding these infirmities, we are told that the law must take its course. We are also told to produce medical certificate of the infirmity. To do this we have to go to town and have to pay 2*s.* for such certificate, so that to save the payment of 3*s.* or imprisonment we have to take a long journey and pay 2*s.* besides. Where are we to get the money from?

App. C.

It may not be irrelevant here to state that a medical gentleman has been appointed for this district, but he pays us a flying visit once a month; such visits do not last for more than an hour, in fact, nobody knows that the doctor is here until he has left.

We have to pay also 10*s.* for a license to keep a horse for the year if we own one.

Those of us who follow the employment of fishing have abandoned that occupation by reason of the tax imposed upon fishing boats of 5*d.* per foot, which is paid annually.

These taxes, especially the land tax and road tax, weigh so heavily upon us that we are reduced to the brink of ruin.

We beg to state that a school is very much wanted in this part of the district. There are upwards of 120 children here who are deprived of the means of education. We have repeatedly brought the matter to the consideration of the authorities, but nothing has been done to supply this want. There is a Government school at Geneva, but the distance from this place to Geneva is too far for children to travel, having to cross many rivers in their journey, which rivers often overflow and become dangerous to ford.

We feel very thankful to Her Majesty's Government for having instituted this enquiry into our condition. We humbly request that you the Commissioner will be pleased to present these our grievances to the favorable consideration of Her Majesty's Government in the hope that we may obtain such relief as may ameliorate our distressed condition.

We have, &c.

Sir Robert G. C. Hamilton, K.C.B., Special Commissioner appointed by Her Majesty to enquire into the Affairs of Dominica, &c. &c. &c.

(Signed) FONTAIN SULLIVAN.
(25 other signatures and marks.)

No. 38.

Letter from Revd. J. M. Bourget.

Dear Sir, Grand Bay, December 22, 1893.

With regard to my observations about the road tax regulations, the magistrate alone, and only on exhibition of a medical certificate, can legally dispense infirm persons with their paying the contributions, either in species or in work. That is the cause of many cruelties. From amongst a hundred cases which occurred this year in my parish, I pointed out three of a same kind, and stated that three pregnant women were nearly delivered upon the public roads.

Nelly Paquette was delivered of a child on the 11th of July at about 8 o'clock in the evening after performing her task.

Christine Ismaël, at the same date, worked from seven to eight in the morning, and was delivered of a child at about 10 before noon.

Xandrine William, on the 15th of November, gave birth to a child, who is sick since he was born; the cause of which is not unlikely supposed to be the rigour of the task to which his mother had to submit the previous day.

I have, &c.
(Signed) J. M. BOURGET.

R. W. Hamilton, Esq., Roseau.

No. 39.

The humble Petition of Lousson Joseph, John Joseph, Martial Nicholas, and Hemille Francis for widow Judicque Abraham Francis of Scott's Head, parish of St. Mark, of the said aforesaid.

St. Mark, December 19, 1893.

Sheweth—

That your petitioners own a portion of land and tatched house each in Scott's Head aforesaid houses thoroughly in bad order, land baren, stony, mountainious, unproductive. What we planted in good season, in dry season it decay. In heavy rain the land cut an slip commit great damage; we can hardly live on the produce or product of the land.

That part of your petitioners is obliged to take land under the high or learg proprietor to plant provission to get a living, your petitioners have to pay land's tax on the baren land, road's tax and the road is not keep in repairs Boat's tax, after the poor inhabitants became at the reputed age of sixty years if holding any property or even a tatched house whether in good or not they have to pay an assessment untill death we are now bound men and will die slave, there is no living in the parish, no employment

That since the confideration and the falling of the sugar's price the parish is reduced, and all the heavy taxes keep down the People formerly the parish was very lively when the tax come to matruity very hard for your petitioners to find the amt of tax to pay the few cocoa and coffee trees that is planted do not bear likewise provission do not sell this parish is worse than any of the other sister parish

Your petitioners therefore most humble pray that your Lordship will be pleased to take our greviance and misery in consideration and to do the needfull for the poor inhabitants and to releave us from the great misery that the inhabitants suffers with the heavy taxes that is saddled on our back

And as in duty bound your petitioner shall ever pray

To Sir Robert G. C. Hamilton, Esquire,
Knight Commander of the Most Honourable Order of the Bath,
Special Commissioner,
&c. &c. &c.

No. 40.

Supplementary Evidence of the Hon. Wm. Stedman.

December 22, 1893.

I am desirous of correcting a portion of the statement I made to your Excellency in the early part of your inquiry. In regard to the constitution of the House of Assembly, I am now of opinion that the Assembly should be composed of seven elective members, and seven nominee members. That the latter should consist of three officials and four non-officials, that they should be nominated by the Governor for the period that the Assembly exists (which at present is three years), and that the non-officials should not be liable to be called upon to resign their seats in the event of their voting against a Government measure. This right on the part of the Government (which has on some occasions been exercised) precludes many gentlemen from accepting a seat as nominated member of the Legislature. I believe if the non-official members were entitled to vote as freely as the elective members, that much of the discontent which now exists against the constitution of the Assembly would be removed.

WM. STEDMAN.

No. 41.

The humble Petition of the Inhabitants of the Parish of St. Peter in the Presidency of Dominica.

Sheweth—

1st. That your petitioners are proprietors and occupiers of small portions of land in the above parish, and that the land in that parish is unfruitful, barren, and non-productive.

2nd. That the land tax is over heavy on them on account of the barrenness of the soil.

3rd. That the roads to the respective lands now occupied by your petitioners are in a very bdd state and condition, and have been so for a considerable long time, in spite of all the applications made to the Government for the repairs thereof, although they have been and are from time to time made and *even forced* to pay a road tax, in default of which payment they are made to suffer imprisonment.

Your petitioners humbly approach your Honour and beg you will kindly take their case into favourable consideration, and suggest in your Honour's report that the land

App. C.

tax be removed or reduced, or grant them such other relief in the premises as your Honour may seem meet.

And as in duty bound your petitioners will ever pray.

Dated this 4th day of November, 1893.

his
ALEXANDER × SYLVESTRE.
mark.
(68 other signatures and marks).

Sir Robert Hamilton, K.C.B.,
Commissioner appointed to Inquire into the State of the Presidency of Dominica.

No. 42.

Address from Inhabitants of Layou.

Sir,

We, the inhabitants of this parish, recognising in you the person who has been specially appointed by our Gracious Sovereign Lady to enquire into the state of affairs in this island, beg to welcome you into our midst and to express our great pleasure in the honour you accord us by paying us this visit. We had almost despaired of seeing you in this quarter of the island and are overjoyed at your visit to-day.

We sincerely trust that the knowledge you will derive by visiting the Layou Flats and the surrounding district will be the means of enabling you to arrive at just conclusions of the conditions of that part of our country.

We have learnt that you purpose leaving the island on the 28th instant, and we therefore beg to avail ourselves of this opportunity of wishing you a pleasant voyage homeward.

We shall look anxiously forward for your report, trusting that our island will derive much good therefrom.

In conclusion we beg that you will express the sentiments of our loyalty to our Gracious Queen and her Government.

(Signed) L. A. BELLOT.
(14 other signatures.)

Sir Robert George Crookshank Hamilton,
Knight Commander of the Most Honourable Order of the Bath,
Her Majesty's Special Commissioner to the Island of Dominica.

No. 43.

The humble Petition of the Undersigned Proprietors, Peasant Proprietors, and Freeholders of the Parish of St. Joseph in their own and in behalf of the fellow Parishioners.

Sheweth—

1. That your petitioners are as a community very poor, owing to the very low price of their staple produce, sugar, the disadvantages and the high and oppressive taxation under which they labour.

2. That the staple produce of the island sells for less than the cost of growing it, and in consequence the peasant proprietors have to convert their cane cultivation into lime cultivation, and where the nature of the soils permits into cocoa cultivation; but whereas a few do this hundreds are willing to do the same, who, owing to their depressed circumstances, are unable.

3. That as an instance of this many of the small plantations are abandoned, mills, boiling-houses, and other buildings are tumbling down, and the whole present a sight of desolation and misery.

4. That in the year 1888, their suffering, which was already great, was increased by the imposition of the 2 per cent. land tax in lieu of the export duty. And that to them the change is not at all fair, as they do not ship their produce, but sell to the merchants who had to pay the export duty.

5. That owing to the high rate of taxation the fathers of families have had the sorrow of seeing their daughters and sons emigrate to the neighbouring French islands, French

Guiana and Venezuela, where many hundreds are now suffering and dying from poverty, privations, and misery, unable to return to their native land.

6. That from the above causes the industry of the island is much reduced.

7. That while admitting that it is necessary for the welfare of their island that they should pay taxes, yet they cannot help complaining against the high sum which they have now to pay, and also against the manner of imposing and collecting the said taxes.

8. That besides the house and land tax and the road tax your petitioners have to pay a boat tax and a horse tax, and that as these two last are necessaries, and their only means of travelling from their homesteads to the town, they consider them iniquitous.

Wherefore your humble petitioners would most humbly pray that your Excellency would be pleased—

(*a.*) To recommend the abolition of the land tax or considerable reduction of the same.

(*b.*) That means be afforded the destitutes in Venezuela through British Consul (or otherwise) of returning to their homes.

(*c.*) And further to recommend the taking of such steps as to amend the existing evils, and failing this then that your Excellency would be pleased to recommend such other relief in the premises as in your wisdom you may deem proper and just.

And as in duty bound your humble petitioners will ever pray.

Dated this 12th day of December, 1893.

A. DAVIES RIVIERE.
Proprietor of "Clark Hall" Estates.
(143 other signatures and marks.)

His Excellency Sir Robert George Crookshank Hamilton,
Knight Commander of the Most Honourable Order of the Bath,
Her Majesty's Special Commissioner to the said Island.

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APPENDIX D.

No. 1.

Petitions of Fanny and William Firmin (Metayer System).

With Memorundum by Mr. Le Hunte.

To His Excellency Sir Robert G. C. Hamilton, K.C.B., Her Majesty's Special Commissioner to inquire into the Condition of Affairs in the Island of Dominica, &c., &c., &c.

Sir, Dominica, November 29, 1893.

I am a native of Africa, and was rescued from a slave-ship by H.M.S. "Griffin," sometime in the year 1836, and landed in this island.

1. I have had the holding for the last 38 years of a certain portion of land, part of the Soufrière Estate, in the parish of Saint Mark, which I have cultivated in cocoa, which I have shared with the late proprietor, Mr. Joseph Bellot, in halves.

2. Mr. Joseph Bellot has since died and his son, Mr. Jabez J. Louis Bellot, having succeeded him as heir, is now in possession of the said Soufrière Estate, as well of the portion of land held by me.

3. My having held the said portion of land for over 40 years entitles me to a claim thereto.

4. Upon this portion of land I planted and cultivated 11,169 cocoa trees, all of which are bearing, besides nutmeg, coffee, provision, and many other industries.

5. Shortly after Mr. Joseph Bellot's death I received notice from Mr. Jabez J. Louis Bellot to quit the said portion of land so held by me. This I refused to do until I was paid for my improvements on the property.

6. On my refusal to give up possession I was brought up before tho magistrate of the district and jailed for three calendar months. My sons have been meted with similar injustices.

7. I subsequently applied to be heard (by way of action) in the Supreme Court of the Leeward Islands, in *formâ pauperis*, with respect to my claim for compensation, but I was unjustly non-suited.

8. I find it rather hard to be cheated (assisted by law) of my 40 (and over) years of hard work, improving Mr. Bellot's property.

I therefore solicit redress from your Excellency's hands, and we bless the day that our most Gracious Majesty the Queen has been pleased to depute you to listen to our respective grievances.

my
FANNY × FIRMIN.
mark.

To Sir Robert G. C. Hamilton, Esquire, Knight Commander of Bath, Commissioner &c., &c., &c.

The Petition of William Fermen of Soufrière Bay, Parish of S.. Mark, of the said aforesaid Island.

Sheweth—

My Lord, may it please your Lordship that on or about the 12th day of January 1886, one Jabez Jno. Louis Bellot, proprietor of Soufrière Estate, parish of St. Mark, delivered your Lordship petitioner a certain portion of land situate on the Soufrière Estate, commonly called Morne Noyer, to plant in cocoa, provision, and fruit, of all sort, for a moity part or half, gave your Petitioner cocoa plant from Trinidad, came on the land show your Petitioner distance to plant the cocoa, your Petitioner planted the land in a planter like manner, gave him a moity part or half of the product realised upon the land.

That on or about the year 1890 your Lordship petitioner was deprived of the plantation without paying him his prospect or compensation, your Lordship petitioner appealed before his honor John M. Danaval Esquire, lawyer, H. Elwin, was his solicitor, did nothing good for him, being Jabez J. L. Bellot's friend. His Honour ordered your Lordship petitioner, or likewise Jabez J. L. Bellot to take two valuer each

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to count and value everything that is planted upon the land.* A notice was duly served upon the said Jabez J. L. Bellot on the 15th November to provide two valuer to value the plantation on the 18th, your petitioner called upon him on two other occasions, he declined carry on his Honour's instruction.

That on or about the 20th November 1890, your petitioner took two persons and a constable, counted and valued everything that is planted upon the land, a schedule will fully appair, your Lordship's petitioner lost his wife on the same interval through grief leaving ten children upon his arm, shortly after lost one son, he is living miserablely with nine children under starvation, whereas the said Jabez J. L. Bellot is carting the provision and cocoa weekly. Your petitioner is reduced to the lowest state of poverty almost destitute. Your petitioner was committed to prison on four other occasion for going upon the land in 1891 to take some provision to support the poor children.

That on or about 2nd January 1892 your Lord petitioner forwarded a petition unto his Excellency William F. H. Smith Esquire placing the grievance the he suffers, he read his Excellency's reply dated 24th June 1892, through the Coloneal Secretary advised him to ask the Court to sue in *formâ pauperis*. Your Lordship petitioner forwarded a petition unto his Honor John Marten Danaval Esquire inclosed his Excellency's reply. Sworn to an affidavit, declearing that he have not the means to employ a council to defend his case. His Honour offered your Lordship petitioner lawyer H. Elwin to be his solicitor your petitioner declined knowing that lawyer H. Elwin will not do anything good for him for he is Jabez J. L. Bellot's friend.

Your petitioner applied to his honor C. H. Beard Esquire his Honour caused the Marshal to draw two papers handed them to your Lordship petitioner, ordered him to take those papers to lawyer H. Elwin, he was aparently disatisfied. The marshal C. Musgrave told him the judge sent it to him he must take it, lawyer Elwin told your Lordship petitioner to call another day, a week after he recalled, the lawyer told him that he must write to Jabez J. L. Bellot first. On Monday the 27th of this present month of November your petitioner went to him, he told your petitioner that Jabez J. L. Bellot says that he will not pay the compensation, wait until your Lordship left the Island.

Your Lordship petitioner therefore most humbly prays that Your Lordship will be pleased to take his grievance and case into consideration as to consault his Honour the Judge not as obligation but as an act of charity to see if his Honour will provide a solicitor in one of the sister island to undertake his case when the solicitor will gain the case he will satisfied himself as he might think fit.

And as in duty bound your Lordship petitioner shall ever pray.

In conclusion my Lord may it please your Lordship.

St. Mark, November 30, 1893. WILLIAM FIRMIN.

DUPLICATE:*

We the undersigned do hereby certified that we have counted appraised and estimated the cocoa trees and other plantations planted on Morne Noyer, part of Soufriere Estate in the parish of St. Mark, by William Fermen same set as follows viz. :—

		£
1,392	cocoa trees at 1*s.* per tree	
3,461	„ 2*s.* „	
272	„ 8*s.* „	
5,125	total.	

Orange trees, 29, not as yet bearing at 5*s.* per tree.
Pear trees, 30 between bearing and not bearing, 10 bearing at 4*s.*
Supsup trees, 5 bearing at 1*s.* per tree.
Bread fruit trees, 9 bearing at 10*s.* per tree.
Provision of all kind at 20*l.*

Valuation made on the 20th and 21st November 1890.

Valuers—

RICHD. F. LEWIS.
HENRY J. P. DELAMARE.
JOSEPH REGIST.

MEMORANDUM by Mr. LE HUNTE upon the PETITIONS of FANNY and WILLIAM FIRMIN. APP. D.

The petitioners, who are mother and son, cultivated certain portions of land on the Soufriére Estate, belonging now to Mr. Jabez Bellot, under what is known as the "Baïs" or "Metayer" system, the conditions of which are subject to some variation in different localities, shortly, that the tenant of the land cultivates it for the proprietor in certain specified products, such as coffee, cocoa, limes, sugar, paying a certain proportion, usually one half the produce, to him, and retaining the other moiety for his (the tenant's) own benefit.

There are usually two kinds of agreement; the first that the tenant shall cultivate the land, and plant it with permanent products, and at the end of the stipulated time deliver up possession to the proprietor, receiving compensation for the labour, &c. expended, by an estimated valuation of the coffee, cocoa, or other productive trees which have been planted by the tenant. The mode of assessment varies with local custom, in some instances the custom is to count all the trees, and pay the tenant 6*d.* per tree, and in others to divide the number and pay him 1*s.*, but the result is the same. Trees are supposed to be planted at *minimum* distances apart, and those which have been planted at less than the minimum distance are not counted (this has an important application in the case of the petitioners, for on the hearing of their suit for compensation against Mr. Bellot in the Supreme Court, it was shown that the trees were planted without due regard to the stipulated distances). While the trees are growing to maturity, the tenant cultivates the land with "catch" crops, yams, sweet potatoes, &c., commonly called "provisions." In the other class of cases of tenancy no time is stipulated for delivering up the land to the proprietor, and the tenant continues in occupation until required to give up possession, paying the proprietor one moiety of the produce of the land, whether permanent products or "catch" crops.

The case of the Firmins came under the last-mentioned class of tenancy.

It would be lawful for the proprietor in such cases to terminate the tenancy by notice to the parties, and they would be entitled to claim from him such compensation as either private arrangement, custom, or a judgment might give them; but it would not have been competent for them to refuse to give up possession of the land until they had received compensation (unless by statute, or possibly by long custom, their tenancy gave them a lien on the land for their rights; this is not given by statute, and no custom appears to go that length).

This was the case as presented to me when I was Magistrate of the District in 1890. Mr. Bellot gave the Firmins notice to quit, and give up possession of lands on his estate which they had held for many years. They refused to quit until he had paid compensation.

The case was heard by me and dealt with under the Act of Dominica, No. 92, 31 October, 1848, entitled "An Act to authorize Justices of the Peace in Petty Sessions "to disposses or remove any person who hath taken, or shall take possession of lands, "&c., without right or title, or who shall hold over or keep possession of any land, &c. "after the expiration of his term or contract for the use, occupancy, holding, or tenancy "thereof."

I used my utmost to endeavour to get the case settled out of Court, but without success. On the hearing of the case, Mr. Bellot proved that the defendants had not complied with their obligations of the tenancy in giving him the proper share of the produce, and that he had ultimately to give them notice to quit.

The defendants pleaded that they were not bound to give up possession without compensation, but I had to overrule this and tell them that the proprietor could legally demand possession, and if he refused to satisfy their claim their remedy was an action against him.*

I expressed my opinion to Mr. Bellot that he should give them some compensation and he made an offer which they did not accept. I am not sure if they appealed against the decision, but I will find out. My impression is that I stated a case for the Supreme Court, and that the Court came to the same conclusion that I had, or that the appeal fell through. (I find from the Registrar that I stated a case, but the appeal fell through.) I attach the case filed in this office.†

* At the end of section 2 of the Act which prescribes the mode of evicting upon a Magistrate's Warrant there is the following proviso. "Provided that nothing herein contained shall affect any rights to which any person may be entitled as outgoing tenant by the custom of the island or otherwise." The limit of a Magistrate's jurisdiction in a civil claim was £5.

† Not printed.

They, however, sued Mr. Bellot in the Supreme Court, but failed to prove their case, especially on the question of "right by custom." Leave was given by the Judge to them to re-enter their action if they should be able to get sufficient evidence to lay before him. As I felt an interest in this case, and sympathised with these people, I attended the Court, and I certainly have no recollection of any such order as they state being made by the Judge, viz., to have the trees counted. He did not go into the amount of compensation as the case did not get that far.

Having failed in the Courts, the Firmins took the matter into their own hands, and persisted in going back to the lands and taking the produce. I again used my best efforts to get some settlement of the matter for them, and gave them my advice and pointed out that if they persisted in going back on the land they were rendering themselves liable to punishment. They would listen to no advice or warnings, and ultimately were prosecuted, and I had no option but to fine them, and in default of payment commit them to prison. I was very sorry for them, especially for the mother, whom I sent for, in fact, and told that if she would give a promise not to go back on the land, I would discharge her at once. (I will obtain the exact words of her commitment and discharge.) The son absolutely refused to listen to anything, and I was obliged to let the sentence have its full effect as far as I recollect. I will furnish exact particulars as to this later.

I represented this case as one of a class that required some better legislative protection, and in the Leeward Islands Act, No. 13, 1891, for the summary recovery of small tenements (1st March 1892), provisions were inserted empowering the Magistrates to deal with the question of compensation for unexhausted improvements up to 10*l.*, assessing compensation, &c. the Local Acts were repealed by this.

The whole question of the tenant system here is a difficult one in cases such as these, where there was no agreement in writing. The systems in Belgium, France, and Italy are in some points similar, but too remotely allied to be of much guide here.

October 1, 1893. G. R. Le Hunte.

No. 2.

Petition from Inhabitants of St. Josephs.

To Sir Robert George Hamilton, Knight Commander of the Bath; the Special Commissioner appointed by Her Majesty the Queen to inquire into the causes of discontent which exist in this island.

Sir,

We, the undersigned loyal subjects of Her most Gracious Majesty the Queen, whom may God preserve, living in the parish of Saint Joseph, humbly beg to approach your Excellency relative to the heavy yoke under which we labour, namely, the "land tax."

Sir, it would take volumes to write if we would attempt to give a detailed account of the grievances relative to the said "land tax" we have had to pay, and are still paying; but we intend very briefly to state the matter.

Sir, when the said "land tax" came into operation, what little property we possess was overvalued by the commissioners of taxes, and we paid the first year one-half per cent. on the said value.

Though we found it very hard, we submitted and paid up.

Very recently after, what was our astonishment when we were told that instead of one-half per cent. we were to pay two per cent.

In spite of remonstrances, we were compelled to pay; as loyal subjects we again submitted, and to the present time we are paying the two per cent.

Sir, this heavy yoke put upon us is very grievous to be borne, and we humbly pray that you will seriously consider the matter, and either abolish it entirely or ameliorate it.

And as in duty bound your humble petitioners will ever pray.

her
AMELIA × PATRICK.
mark
(60 signatures and marks.)

No. 3.

Petition from Inhabitants of Victoria Village, St. Patrick's.

To His Excellency Sir R. G. C. Hamilton, K.C.B., Her Majesty's Special Commissioner appointed to inquire into Dominica affairs, &c. &c.

Victoria, Dominica, St. Patrick North,
December 4, 1893.

Your Excellency,

We, the inhabitants of Victoria Village, in the parish of St. Patrick North, do represent to you the following grievances which we have to bear.

The amount we have to pay for land tax is really and truly too much; really, your Excellency, we are unable to pay it. If the land tax is not to be abolished, then try your best for us to put it lower. We know we have to pay taxes to support the Government, but still the taxes we pay are bearing us down, and it is a wonder that we can live.

The boat license we have to pay is too much for us, really, your Excellency, we may venture to say that it is unfair that we on the Windward side of the island should pay the same amount for boat license as those on the Leeward side, when we have not the same natural advantages. The sea up our way is always rough, and it is only once in a way that we can push off our boats to go to fish, or to take our provisions to Roseau.

The boat license should be made lower for us on the Windward side of the island, because, as already stated, we have natural disadvantages.

The horse tax is also a burden to us; why, your Excellency, a poor man may try his best to buy a horse; it enables him to perform his journey much quicker than he would be able to do on foot. He is obliged to pay 10*s.* every year for horse license; if he cannot pay it, he cannot ride his horse; should he attempt to do so he has to pay a penalty of so many pounds.

The road tax is also hard on us; we pay a road tax, and we have no roads in the country, so to speak.

If a person has a horse and a spot of land he is compelled to pay road tax, however poor he may be, if he cannot he is hauled before the magistrate, and despite whatever he may say to show his incompetency to comply with the provisions of the Act the magistrate fines him, in default of which he is sent to jail.

Your Excellency, where many of us live, it is almost an impossibility for one to pass. Sometimes a person takes ill, the priest is sent for, but cannot find a road to pass; the person dies, and it is with danger to the lives of the bearers that he can be carried from his residence to the burial ground.

We cannot get employment; produce sells for nothing; no price for sugar, arrowroot, or farine; only cocoa sells for something, but we poor people have very little, and what we have the merchants give us nothing for it.

Really, your Excellency, we the inhabitants of St. Patrick North, are worse off than the people of the other parishes, and it would be well if you could see the disadvantages under which we labour, by paying a visit to our humble district.

We are, &c.
The inhabitants of Victoria Village,
St. Patrick North.

No. 4.

Petition on behalf of Inhabitants of Bellevue, St. George's.

To His Excellency Sir Robert George Crookshank Hamilton, Esquire.
Her Majesty's Special Commissioner.

The humble petition of us, the undersigned, peasant proprietors of a certain piece or portion of land in the parish of St. George, in the quarter of Bellevue, in the said presidency, containing 22½ acres each, beg to lay our grievances and discontentment before your Excellency; first, we have to pay very high "land tax" on the same, beside "road tax," we have no means to cultivate the same, the little we can make on the land is not sufficient to maintain ourselves and families, we could have done better if we had assistance; we are not able to employ any hands to help us, or any works

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nor buildings; no one in the island to give advances to cultivate; we grow provisions, and that scarcely sale, a little canes, and have to carry the same on heads to be manufactured into syrup, about a mile distant from us, and after this is done no gain, all goes for expenses, as sugar was the main staple of the island, but now no more; we have no good roads to convey our produce, and have to pay "road tax" beside "land tax," and in the event of an instalment not paid our lands are taken away from us and sold for little and nothing, besides this, heavy expenses are put on the same when redeeming it, if a person can't pay a shilling how can he pays a pound?

We have on several occasions applied to the Government officer for our road, and requested him to visit the same, he did so since the month of March, and promised to have the same done, and several times since, and up to now no notice is taken of it; in the month of March 1890 we and several others in the parish petitioned the Governor to relieve from us the heavy taxes which we have on our backs, as we were unable to pay the same, on account of having no means, to pay as our produce have no sale, and beside we are not able to cultivate our lands by having no help nor advances. His Excellency's replied on the 24th March was he could not do so as the money raised for land taxation is being employed in developing the country, and opening good market for the produce of the island. We see no such thing till now: and beside that there is a question of Land Bank into consideration and as soon, as this is done, he will be very glad to aid such undertaken, up to now we heard nothing of this. We are oppressed by the laws of the country, which is the cause that our people have to leave the island to go elsewhere for their living. Our electives members can't do anything for the country, as the Governor has more voice than they: if anyone is sick and not able to pay for road tax, or poverty, is taken to jail, and the Colony have to pay the expenses of conveying and maintaining the sick person in jail, time past we were not so oppressed as now, when the Colony was in a better positions as now, the laws were not so hard on us.

We therefore beg and pray that your Excellency will be pleased to lay before our beloved Magisty the Queen our great grievances, discontentments and oppressions and beg her, through you to releave us from the great yokes we have on our backs.

And in duty bound will ever pray.

his
(Signed) RICHARD × T. LEWIS.
JOSEPH × ANGOL.
ordinary marks.
For selves and other inhabitants
of the quarter of Bellevue.

Dated the 4th December 1893.

No. 5.

Petition from Inhabitants of Loubiere, St. George's.

The Humble Petition and taxpayers of the Inhabitants of the Village of Loubiere, in the Parish of St. George.

Humble Sheweth,

That your petitioners, and taxpayers beg to lay before your Excellency our grievances and discontentments; first, we are oppressed by the laws of the country, we have to many heavy taxes to pay, one after another, and we are not only poor, but miserable poor, and can't be more, there are in this quarter no proprietor to employ us, on account of the failure of sugar, which was the greatest product of the island. We have to pay for land and house tax, road tax &c. and in default of payment, our lands and houses are taken and sold by Government for little and nothing, several of us have to hire lots to build our little huts, and besides pay tax on the same, beside the rent of the land, as for road have to pay twice, a year, or turn out to work on the road for six days labour; not able to pay three shillings; and in default of this we, are sent to prison for fourteen days, or pay eight shillings, whether sick or not, no redress (hard labour beside). We either hire lands to cultivate or work on shares with the proprietors, in planting cocoa, limes &c. and when these are fit for cropt our labours are taken away from us, and often gets nothing, and when strive for our labours we get punishment from the law; we are scarcely able to maintain ourselves, and families, some of us, are unable to send our children to school, as sometimes we have not the fees to pay and the master will not take them without the fees, and we are complained before the magistrate, we are made

to pay fines: another great discontentment, if any one have a small piece of land, a house or huts, whether he is a creple, sick, or unable to do anything for himself, or herself, must pay, not only for land and house tax, but "road tax," till death and after death your children, whether in age or not, must pay the same, if a man is sick and goes to the hospital and after out he must pay all taxes due by him during sickness; all these and several others oppressions causes a great quantity of our country more to leave the Colony to go abroad for their livings.

We therefore pray and beg your Excellency to lay our great grievances before our Beloved Lady and Magisty Queen Victoria, and ask her on our behalf to remove from us the heavy taxes, and oppressive laws which we are suffering under.

And as in duty bound will ever pray.

Signed on behalf of ourselves and our co-taxpayers of the said village, 5th December 1893.

LOUISIE LOUIS.

(32 other signatures or marks.)

To His Excellency
Sir Robert George C. Hamilton, Esq.,
Her Majesty's Special Commissioner.

No. 6.

PETITION from certain PEASANT PROPRIETORS, ST. GEORGE'S.

Roseau, Dominica,
November 30, 1893.

SIR,

PERMIT me respectfully to approach you, and ask that you will be pleased to submit for the consideration of his Excellency Sir Robert Geo. Crookshank Hamilton, K.C.B., the Special Commissioner appointed by Her Majesty the Queen to inquire into the causes of discontent which exist in this island, and into the working of the existing political constitution thereof, the following statements setting forth the disadvantage and hardship under which we peasant proprietors are suffering :—

There is a much too heavy "land tax" placed on us which is crushing us, and we really and truly feel our inability to pay from the simple fact, that in very many instances the land so taxed is barren and unfruitful, as not to be able to yield a sufficiency even to cover the labour spent on it; therefore, when the time of payment comes, we are without the wherewithal to pay.

Then again, where it happens that the land will yield and produce some sugar canes, cocoa, coffee, or limes, when reaped in we have to dispose of it to a merchant or some foreigner at his own price, scarcely enough to cover the expenses incurred for cultivation, reaping, and carriage for market. Now, be the purchaser a resident person or foreigner, he buys with the advantage of not having to pay a single penny at the Treasury, as the same is free from export duty. Whereas, if the tax on land be reduced, and the purchaser of the produce made to pay a little export duty on what he has purchased from us at his own price, why, at each shipment, a pretty good amount would be paid in at the treasury, more, perhaps, than to counterbalance what is reduced from the land tax. Besides which, that mode of collection is far easier than to harass us poor peasant proprietors, though quite willing, but from sheer inability are unable to pay up at the present high rate of the land tax.

We remain, &c.

JOSEPH F. THOMAS.

(11 other signatures and marks.)

To R. W. Hamilton, Esq.,
Secretary to His Excellency,
Sir Robert G. C. Hamilton, K.C.B., Roseau.

No. 7.

PETITION on behalf of FIFTEEN RESIDENTS on the MEDON ESTATE.

Dominica, December 8, 1893.

SIR,

I, the undersigned André Laudat, acting for myself and for the persons whose names are appended below, beg very respectfully to bring the following circumstances for your honor's consideration.

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2. I, and the other persons whose names appear below, reside on an estate called "Medon," about two hours distant from Roseau.

3. Although I am 68 years of age, and one, Rosine Joseph, about 80 years of age, yet we are compelled to contribute pecuniarily towards the repairs of the public roads, but notwithstanding that circumstance the roads are in a pitiable condition.

4. The "Medon" estate is but very partially cultivated in ground provisions, principally bananas, but there is no market for the same. Yet we have to pay a heavy land tax of 2 per cent. upon an enormous valuations, and generally we cannot pay the amount assessed, so that we are returned as defaulters, and consequently an additional 5 per cent. is added, and if not paid the property is sold; but not desiring that end we have sold all our live stock and are now without any.

5. I have respectfully submitted the above grievances, and pray that your Honour will be pleased favorably to consider them.

I have, &c.
his
ANDRÉ × LAUDAT.
mark
(15 names appended.)

Sir Robert Hamilton, K.C.B.,
Royal Commissioner, Government House.

No. 8.

PETITION from INHABITANTS of COULIBISTRIS, ST. JOSEPH'S.

To His Excellency Sir ROBERT GEORGE CROOKSHANK HAMILTON, K.C.B., Royal Commissioner, &c., &c., &c.

The humble petition of the undersigned,

SHEWETH—

That your Excellency's petitioners are the inhabitants of Coulibistris, in the parish of St. Joseph's, in the presidency of Dominica.

That your Excellency's petitioners are over age to pay road tax, that is, we are over and above the age of 60 years, and because we possess a small house and lot (trash) we are obliged by law to pay it, and as we have got no means of living in Dominica, as the place is so hard, although we scrape as much as possible from our hard earnings, yet we are unable to meet the demands of the road tax; whenever we cannot pay it, we appear at the public road as defaulters to contribute labour. We are not accepted by the Government officer, according to the provisions of the Act, in default of which we are summoned to appear before a district magistrate, to be convicted and mulcted in a penalty double the amount of the statute labour, or in default of which to be sent to jail and imprisoned with hard labour.

That your petitioners has also got to complain about the exorbitant tax laid on house and land; in fact, to say the plain truth, it is not almost impossible, but it is really impossible for any of us, your petitioners, to pay that amount at an instalment of only six months.

The failure of the sugar crop has so materially injured the trade of the presidency, that we, your petitioners, at this crisis is quite unable to meet the demands of the land tax.

That we, your petitioners, have got another subject of importance to introduce to your Excellency, the substance of which is that if your unfortunate petitioners fail to pay the half-yearly instalment of the land tax before it is expedient, it is sent up to the marshal's office, then you are a defaulter before any time expires; the properties are gazetted and sold at auction at the benefit of the Government, and we are driven from our premises by the police, the said premises are nailed up, and to prevent our dwelling with others, if we re-enter the premises, we are brought in a summary way before a district magistrate, and fined or sent to jail to suffer hard labour.

Under these distressing circumstances, we, the undersigned, do beg respectfully to approach your Excellency, and hope your Excellency may be able to take our grievances into consideration, and redress them in such a way as may seem fit.

Your Excellency's petitioner, as in duty bound, will ever pray.

JOSEPH VICTORIN.
(Seven other signatures and marks.)

No. 9.

Petition from Inhabitants of Morne Raquette, St. Joseph's.

To his Excellency Robert George Crookshank Hamilton, Knight of the Honourable Order of the Bath, Her Majesty's Special Commissioner, &c., &c., &c.

Morne Raquette,
Parish St. Joseph, District O.

The humble petition of the inhabitants of Morne Raquette, parish of St. Joseph,

Humble Sheweth,—

That we, the undersigned, inhabitants of the said village are totally unable, to pay the taxes laid on us; we do not go against the law, but we are unable, having no employment, our provisions is of no value, nor our canes. We are forced to go and work for the highest proprietors to gain 9*d.* per day, our wives, 7*d.* to pay, for what we have not bought or sold. It is very hard, having bought a piece of land wich we have erected a house or hut, that it should be seized on and sold to the Government. We are paying taxes for our boats yearly; paying for roads 3*s.* twice a year, that is, in February and September, persons of 70 years to 80 years are bound, to pay 1*s.* 6*d.* each period untill death. A constable was sent on the 23rd October to demand, possession of our, houses and lot, which went and reported to the Government officers that we have unlawfully insisted in remaining on lands property of the Government. After being warned to quit or depart from our house, we have never purchased lands from the Governor it is very hard that we should pay or else to be turned out, from our houses, without having done anything contrary. We are all British subjects, and must have a place to lodge. And your petitioners most humble pray that your Excellency will be pleased to take our case, into your Excellency's consideration and cause, such house and lands taxes to be void as in your Excellencies judgment may seem meet.

Your most humble servants,
his
SYLVAIN × JOSEPH.
mark
(Four other marks.)

No. 10.

Petition from Inhabitants of St. David's.

To Sir Robert George Crookshank Hamilton, K.C.B., the Royal and Special Commissioner appointed by Her Majesty the Queen to inquire into the Causes of our Discontent and Grievances.

Dominica, Parish of St. David.

We, the undersigned, small holders of land, peasant proprietors, and labourers, of the parish of St. David, desire to approach you, having every confidence that your Excellency will listen patiently to our request and do your best to secure for us such things as we feel that we stand in immediate need of, to make us a contented, prosperous, and law-abiding section of the community (the latter we have always been), doing our utmost to secure the prosperity of our picturesque and fertile island.

1. We feel that there is a great necessity for a change in our constitution. Such a change as will give us, the people, through their representatives, a voice in the management of our political affairs, which under the present system works most unsatisfactorily, and occasions much discontent among us, an important section of the community. We are quite aware of what it is we are asking for under this head, and we are certain that if we, the voters, obtain this favour, we shall always be able to secure the right men to represent us in our legislature.

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2. That the land and house tax on our small holdings is iniquitous, inasmuch as we, the small landowners, are made to pay more than the rich man or the large landed proprietors, as can be instanced in viewing the registration books of this parish kept by the Government officer for the purpose of collecting the taxes. The rich man's land is valued at about (5*s*. 6*d*.) five shillings and sixpence, when ours, the small landowners, is not less than five pounds. We want with as little delay as possible a reduction and readjustment of the land tax, which as at present worked is a grievous burden to us (the small proprietors), and in consequence needs the immediate attention of your Excellency.

3. That since the land tax has become law, the old and infirm, who have already contributed to the old road tax and have been exempted according to age, male at 60, and females at 50, are brought again to bear the burden of the road tax because they happen to have a small portion of land and a hut, which they provided for themselves when they were made aware of the coming sugar crisis. To this we call your special attention.

4. That our seas for the greater part of the year is rough, and shipping so very difficult, that we cannot cultivate our small holdings to our advantage, or the little we cultivate is only used for home consumption, and the balance, if too much, is allowed to remain in the soil and rot, as we cannot bring it to market.

5. We are made to pay the same license for our canoes, which we use only for convenience sake, and this but twice or three times a year. Whereas in Roseau, where they have the monopoly of using theirs all the year round, and also make money thereby, pay the same.

6. We are made to pay a road tax and a horse tax as well, the latter we keep not as a luxury, but as a necessity in travelling through the long distances along our bad and precipitous roads. A poney that will scarcely carry a lad of seven stone is made to pay equivalent to one that can carry, say, double the weight. We argue thus : that if we pay a road tax, when as pedestrians we make scarcely any use of road, but as equestrians we sometimes use the roads, one at least of the two taxes should be removed.

7. We beg that females should be exempted from paying road tax, and the appointment of inspector of weights and measures designated to another individual than its present holder, who is bent upon persecuting the honest, while the illicit and dishonest trader goes scot free.

8. We wish to call the attention of your Excellency to the condition of our first as well as our second class roads in this district particularly. We pay a regular tax for the up-keep of such roads, and our roads are mere tracts, whereas the other parts of the island can boast of having carriage-roads, whilst we have not even bridle-paths.

9. We had a good old road passing through the Castle Bruce flat, which took us to Roseau in about four hours' walk, but which has been abandoned since the hurricane of 1883, which his Excellency Sir W. F. Haynes Smith had promised to open out for us, but owing to want of funds, we believe, he could not attend to it; the opening out of this road would be a great boon to us, as at present we have to travel nine hours across the Lake road before reaching Roseau.

10. In conclusion we beg that your Excellency will consider the different grievances set forward in this address to you and redress them for the benefit for our future well-being.

A. J. STEPHENSON.
(26 other signatures.)

No. 11.

Petition from Bruni Michelle, Rival Chief of the Caribs.
To Her Majesty.

In the Name of God.

My Lord,

We humble beg of your kindness to accept our petition of your poor people, Indians or Caraibe, of Salibia, to unbrace the favarable opportunity to addressing to you to emplore the marcy of our Beloved Mother and Queen Victoria, for her poor and unfortunate childrens. We dont have nothings to supported us, no church, no school, no shope, no store. We are very far in the forest; no money, no dress, etc., etc. They call us wild savages. No my beloved Queen, it is not savages, but poverty. We humble kneel down in your feet to beg of your assistance. Accept from your humble childrens of Salibia, in the care of

Mr. BRUNI MICHELLE.

11 December 1893. Make at Salibia.

No. 12.

Petition from Inhabitants of Grand Fond.

Grand Fond, Parish of
Saint David, Island of Dominica,
December 8, 1893.

Sir,

We the undersigned beg respectfully that you would be pleased to place before his Excellency Sir Robert George Crookshank Hamilton, K.C.B., for his consideration, the under-mentioned statements, showing our suffering in this part of the island.

We are living far from town and the very small quantity of provision which our lands yield, when brought into town for sale, fetches so little that it is scarcely enough for subsistence, and we are left without the means to pay up our land tax as well as our road composition money, and thus it becomes a very hard and difficult matter to be able to meet the requirements of the law. When we are made defaulters, and our lands sold over our heads and we are sent adrift, it is not because we were unwilling to pay but from sheer want of the means.

We do hereby, therefore, humbly ask and supplicate that the land tax, as well as the road composition money, be made less than they now are, by so doing will lighten our burden greatly and prevent our leaving home for abroad to seek a home.

We are, &c.

SKEFFINGTON GEORGE,
Peasant proprietor,
(and 47 names).

To R. W. Hamilton, Esquire,
Secretary to his Excellency
Sir Robert G. C. Hamilton, K.C.B.,
Government House, Roseau.

No. 13.

Statement by the Rev. Father DANIEL COUTURIER, Curate of the Parish of St. Sauveur, to Sir ROBERT HAMILTON, K.C.B., Royal Commissioner.

Excellency,

May it please you to read these little notes about the grievances and discontent of the people of this district.

1. The valuation of the houses and lands, being more than half of the true value, and the over-taxation of two per cent., are two causes of dissatisfaction. If the taxes on houses and lands are to be maintained I believe a return to a small tax (half per cent.) would be a very good thing, a re-valuation must be done by independent and competent men.

2. The taxation is not equally divided between the taxpayers. For example, a man in the quarter of Petite Soufrière, owner of one house and 10 acres of land, pays 14*s*. tax a year; another person of the same quarter, owner of one house and 12 acres of land, pays 8*s*. a year. The peasant proprietor pays a much larger proportion than the

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large owner does. A full list of such cases would show you a good deal of evidence upon this matter.

3. The money paid for the road tax is not spent in the district. The people believe that the money paid by them for the upkeep of their roads is wasted for other purposes in other places, without the control of the Elected members over such expenditure. Through the want of roads the peasants are unable to convey their produce to town, and they are told that the Governor is making with their money, from Portsmouth to Wesley, a carriage road! They complain that they have no work and the Government gives them none by spending the money they pay for their taxes in their district.

Instead of employing men of the district to superintend the work of the roads when the defaulters are working, the Government pays men from Grand Baie, when they could get good superintendents in the place. Persons unable to pay and work, by reason of sickness or pregnancy, are often forced to work on the road, or later brought to law and fined. The day of a man making his road work is estimated at the rate of 6*d*. It is too low a price. Sometimes the people are obliged to labour too far away from their homes.

4. The taxpayers are obliged to pay tax at a time fixed, but they often remain a long time without making a shilling, having no work, the rough sea refusing for months to let them carry to Roseau their produce which is therefore often spoiled and for which they don't receive a fair price. I believe that if they had money in time, they would certainly pay a small tax. I mean to say that the people of this district are mostly poor. However there are a good number of inhabitants who have sufficient means to live and pay taxes easily. But a lot of persons are to be found who, although they are good Catholics, are so poor they cannot come to church, and send their children either to church or to school, because they have no decent clothing. If anybody is wronging them they have not 2*s*. to lay the complaint and claim for justice, and if anyone send them a summons in order to appear before the magistrate they have to borrow the clothes of a friend. Certain persons also having become unable to pay any taxes, by reason of infirmities or old age, the law does not *seem* to have made any provision to exempt them.

5. The Government sells the properties of defaulters and the owners are quite ignorant of the sale, of the persons to whom the properties have been sold, and of the price of sale. The enforcement of the payment of the houses and lands taxes by selling the properties of the people to other persons, and consequently, when the Government is to give the buyers possession, by putting the owners, their wife and children, out of their homes without giving them a covering, food, or anything, is a very dreadful undertaking from the Government. It is a general question, as a good many of inhabitants have refused to pay their taxes because, they say, they cannot pay. I know them, I hear their words with my own ears, they openly swear that they will never accept the ejectment. If a taxpayer does not pay it would be better to legally prosecute for debt, and if he is recognised as unable to pay, acquitted; as able to pay, obliged to do so.

6. The duties on rum are too high, hence smuggling, as rum may be purchased at a lower price in the next islands. Numerous mills have been abandoned and small rum distilleries suppressed through the heavy license which distillers have to pay and through the too onerous duty on rum.

7. The license for canoes is too high. The sea is often rough. Canoes cannot frequently go out; nevertheless they have to pay higher tax on this side than on the other side of the island, because, as the shore is bad and dangerous, canoes must be longer and the license is paid by measurement.

8. The license for horses is too high also.

9. The medical officers should be stationed in the centre of their district.

10. There is no good registration of births or deaths. Persons are sometimes summoned for road tax or road work before the age fixed by law. Several persons who died in 1880 have already been summoned to pay taxes in 1892. No surveyor is to be found to divide and measure the lands between the heirs, hence quarrels and inextricable difficulties for the magistrate.

11. I am sure that the people would prefer having a majority of two members on the side of the Elected rather than being over-ruled by the casting vote of the Governor. They wish also that the Electives should have a greater control over expenditure than they have at present, as they rely on them.

DANIEL COUTURIER,
Curate of the Parish of St. Sauveur.

December 14, 1893.

No. 14.

Petition from Inhabitants of Délice, Laroche, and Victoria.

Sir Robert Hamilton, K.C.B., Special Commissioner.

Your Excellency,

We, the people of the Delice, Larouche, and Victoria villages beg leave to state our grievances, and may it please your Excellency to question us on any subject you think proper. Land tax is extremely hard and unjust, it has been the cause of our sons and brothers leaving the island and seeking a living elsewhere. It prevents those who own a small portion of land from cultivating or improving it, as the better the land is cultivated the higher our taxes are raised. Before this tax became law we were all happy in our modest holdings. At present those of us who may wish to sell their land cannot find a purchaser on account of this tax; everyone is afraid to own land now. We are all very poor and unable to meet this tax as we get no employment, and our produce now is worth very little as the prices have changed very much within the last 20 years. There is only one estate about here that is employing labourers, that is the Pointe Mulâtre, and only about 30 get regular employment.

Road tax we have always been accustomed to, and do not object to it altogether. The objections we find is that, under the property qualifications, old and infirm people are compelled to pay; a person may have only a few feet of land with an old tumbling down hut, unable to work, has no money, is supported by the charity of a few friends, but still if they fail to pay are dragged off a distance to the magistrate's court, and very often sent to jail. Another unjust thing we have to complain of is that constables are brought all the way here from Geneva to superintend the statute labour at 1*s.* 6*d.* a day, when we have constables that are quite as competent or better for the work, it is also the same case with the ringing of the bell. Most of our bye-roads are entirely abandoned, we here mention one piece in particular, that is the road leading from the head of the Larouche village to the church, as it is impossible for a horse to travel along that road, and these roads are very much wanted, in cases of the doctor and priest being required, and also to carry our dead to the burial ground. A bridge is also very much required over the Pointe Mulâtre river as there have been more people drowned in this river than any other in the island.

Boat licenses. We find this a very unfair tax as, on account of the sea being most of the year rough, our boats can only be used in the calm season, which only lasts about three months, we are also oblige to keep larger boats, and this tax is levied by measurement, which makes us pay more than the Leeward people, who can keep small boats.

Of late we have been very much neglected by the want of a good doctor, and hope some immediate change may be made for the better; as already mentioned our produce has fallen very much in price, as heretofore we got 2*l.* 12*s.* for a barrel of arrowroot, now it is only 16*s.*, farine was 1*l.* 6*s.*, now very hard to get 13*s.* Cocoa is the only produce that has raised in price, but since the hurricane of 1883 we have never made a good crop, and we are all afraid of planting more on account of the land tax. The high duty on rum has been felt very much by us, as before some of us as labourers were able, as tenants on estates, to plant canes and take the refuse of the cane to convert into rum, and this is the only luxury that we poor people can afford to drink.

We are also very much in want of a shipping place and conveyance to take our produce to market.

We beg, &c.

FREDK. JNO. MARIE ALEXANDER.

(Forty other signatures and marks.)

No. 15.

Petition from Small Proprietors, Labourers, and Mechanics, Riviere Cyrick, St. Davids.

Riviere Cyrick, Parish of
Saint David, in the Island of Dominica,
December 7, 1893.

Sir,

The news of Sir Robert Hamilton's arrival in our island to inquire into the causes of discontent has filled our hearts with gladness, as we are under a very heavy taxation chiefly from the very high estimate put on our patches of land, and road tax, besides, although some of us are above the age of 60 years.

We wish his Excellency to know that we live far from town, and the small quantity of provisions that our lands can produce when brought to town fetch so little that we are left in difficulty as regards to our tax. The sea up this way is invariably rough, and the provisions very often get spoiled before we can get a chance of taking them down. And to try to convey them by land would be altogether impossible, as the distance is altogether too great to venture such a thing.

We beg that our aged people be free from road tax and the house and land tax be reduced, as it is in its present form oppressing us.

We remain, &c.,

FREDERICK THOMAS (Peasant).
(Thirty other signatures and marks.)

To R. W. Hamilton, Esquire,
Secretary to his Excellency
Sir Robert G. C. Hamilton, K.C.B.,
Government House, Roseau.

No. 16.

A Petition from the Inhabitants of the Villages of Mahaut, Massacre, Warner, and Cambell, in the Parish of St. Paul, Dominica.

To Her Majesty's Royal Commissioner Sir Robert Hamilton, K.C.B.

Honourable Sir,

1. We, the inhabitants of the villages of Mahaut, Massacre, Warner, and Cambell, in the parish of St. Paul, Dominica, beg most humble and respectfully to bring before his Honour the Commissioner, the facts of our present grievances which we suffer under the constitution of a Confederate Government in this island, which burdens us with various forms of continual taxation of which we are unable to pay the same, this being the effectual cause of so much discontent raging in this island. We, the aforesaid inhabitants, humble prayeth to show to his Honour the Commissioner the poverty under which we are suffering, which is the true cause of our utter inability to be able to pay the several taxes that is laid upon us yearly and half-yearly, and, therefore, prayeth of his Honour the Commissioner his utmost advisability under the existing present grievances which we suffer, the nonpayment of the land and house taxes especially, and also that a reduction be made in the rates of the other taxes of the island.

2. That his Honour be pleased to observe the following under-mentioned forms of taxation, which many of us are paying, "not to mention the many," excise duty tax on rum, tobacco, and shop licence laid upon those who may be trying to earn their lively-hood in that line of trade. The following are the direct taxes of which we must pay more or less many of us.

1. The land tax.
2. The house tax.
3. The road tax.
4. The horse tax.
5. The boat tax.
6. The income tax.

3. These are all taxes on the masses, but of none are we complaining of, as to the positive cause of grievances, as the land tax, house, and road taxes, for the effectual remedy by his Honour.

4. In the matter of the land tax, the manner in which the tax is collected by the Government, the system of so doing is nothing but a distressful one, and an advantage taken on us all; for should we be unable to pay our dues at the time of collection from the cause of poverty and want of money, our acreage or half acreage is taken from us, and sold for such taxes, and we are left unprovided to obtain food for ourselves and families. It is a fact that we are unable to pay land and house tax, from the lands we get no revenue so as to enable us to pay the tax thereon. Our small lots of land give nothing but a little provision on which we can but manage to live. The island is too poor to offer us sufficient work whereby we could help ourselves, all that we must depend on is our little portion of land for support, and on which nothing is planted but provisions. At one time the cocoa and coffee crops were flourishing, also the sugar industry, which used to be a great help to the island, but since everything in trade and business have fallen, we are, as a class, unable to maintain ourselves and families, and

cannot therefore pay land tax for land which gives us no direct revenue whatever so as to be enabled to pay its tax valuation.

5. The house tax also is another great cause of grievance to us, and the manner this tax is collected by the Government is even more more distressful than the manner of collecting the land tax. If we cannot pay the house tax when this is due, our houses are taken from us for the amount, and we are turned out of shelter with our children, and allowed to wander mercilessly and unprovided with a shelter. In many cases we are sent to the common prison, and thus is our treatment as British subjects. We therefore prayeth that the taxes on us in the aforesaid particulars of our present grievances be abandoned, and no more be placed on us.

6. Of the many other taxes "the road tax" is also very oppressing, some of our families consist of from five to 10 persons, and the yearly travaux tax paid amounts from 20*s.* to 40*s.* as the case may be. "This tax is also collected twice a year," and in many instances we cannot pay, the result is our time is taken upon the public roads as compensation, and the work given to us for the amount due for such tax is unfair, being too much. We, under all these disadvantages and rigid oppression of taxation upon us, the petitioners of the said villages in the parish of St. Paul, in their petition to his honour the Commissioner, humbly prayeth that the aforesaid particular mentioned taxes which is the cause of our grievances—the land and house taxes—be removed from us; that the law for such taxes be abolished, and be made a nonpayment tax by us, and also that of the other taxes there may be a reduction as to the present rate, which is too high, and we, as in duty bound, ever prayeth humbly to ascribe ourselves as his Honour the Royal Commissioner's most humble and obedient servants and petitioners.

JOSEPH NICHOLAS.
(19 other names.)

December 14, 1893.

No. 17.

Petition from Holders of Houses and Lots in Roseau, St. George's and St. Paul's.

Sir, Roseau, Dominica, December 19, 1893.

We, the undersigned holders of houses and lots in the town of Roseau, as well as holders of lands in the parishes of St. George and St. Paul in the said island, most respectfully solicit the favour of your submitting for the perusal of Sir Robert George Crookshank Hamilton, K.C.B., this our letter setting forth the various causes of our discontent as peasant proprietors, tradesmen, and humble labourers.

As holders of houses and lots in the town of Roseau we are obliged to keep the streets in front of our premises clean, which is done at a considerable expense many times during the year. Then, as holders of land out of town, we have a road tax to pay no matter how aged; if default in payment is made, we are brought up before the district magistrate and are imprisoned.

Then again, those of us who keep a pony for the purpose of riding to our plantations have to pay a horse tax, and what is more grievous is, that we have scarcely any road given us to go to our plantations; representation after representation is made to no effect. But the roads leading to the large estates are duly attended to. Very marked preference is given to some proprietors to the prejudice of others. As, for instance, a plantation called "Bernard," situate, lying, and being in the parish of St. Paul, for years in the holding and possession of a peasant proprietor, and who for years repeatedly represented the state of the road, no notice whatsoever was taken of his representation. The said plantation was sold to one Mr. Frampton, and immediately after a splendid road leading to the said plantation was made for him by Government.

Another cause of discontent is, that the Government appoints most inexperienced and incompetent persons to value our houses and lands, officers who have no experience at such matters, consequently they fix the value at random, doing us great injustice, thereby by causing the tax on us to be double what it should be, and making it difficult for us to pay when due, and as defaulters, the additional costs are put on, making it more difficult yet to pay, the result is that the property is sold for nonpayment, sometimes bought by the Government and sometimes by the clerk in the office for his friend, and we are turned adrift. We are aware of many instances of Dominicans who returned from the mines with cash money, and intention to buy lands and settle down; after staying in the island for three or four months, got quite disgusted of the land and house

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tax, and have left for abroad. They thought it was not safe to lay out money on land while this tax exists, as their children may be unable to pay up the tax after their parents are deceased ; and to appoint guardians for minors they may neglect to pay up, and the children be dispossessed of the land purchased by their parents.

Another cause of discontent is the Commissioners of Valuation now and again take into their heads to increase on the value of our properties without any improvements whatsoever have been made on them. If, without any improvements and extension of our cultivation this is done, how much more if we were to make efforts to increase our cultivation. The closing up of small stills is a great injustice done to us as well as a loss to the revenue, by putting on such a high license as 25*l*.

As tradesmen we have great cause of complaint as regards to the way and manner we have been treated by Government. Tradesmen from the sister Presidencies are imported here, who are by no way more efficient than we, and they are employed at higher rates of wages than what are offered us. We need scarcely say that our efficiency may be judged as tradesmen from the many buildings and edifices of the town of Roseau. We have to complain also that Government has been pleased to use a warder at the gaol, who is at a fixed salary, to do the work of a tradesman.

As residents in the town of Roseau we have to complain for the great want of a water-closet. We petitioned the Legislature about it, but no steps are taken in the matter; our representatives are powerless, and from time to time are outvoted by Government in almost everything for our interest. Under the fort and by the river's mouth are where we go to discharge the calls of nature, but of late years the present Inspector of police not only prevents us from going under the fort, but prefers charges against us before the district magistrate, and fines to the extent of 16*s*. on several occasions have been inflicted for the alleged offence ; but fortunately for us, on appealing before his Honour the Judge of the Supreme Court, we succeeded in getting the magistrate's judgment quashed. This, however, does not deter the police Inspector from preventing us to go under the fort.

As residents in the town of Roseau, we also have cause of discontent as regards to the embankment of the river running on the north of the town, and threatens now and again to inundate it. This river has several times flown into the town and displaced many houses. We are cognizant that a sum of money was voted by our representatives to embank the river for the safety of the town ; but strange to say the Government has appropriated it to other purposes.

We desire to bring another matter to the notice of his Excellency, and it is this, for us to be able to sell a single bushel of common salt we have to obtain a license of 15*s*. Now, in Antigua, any petty shopkeeper getting his supplies from a resident merchant may drive his business for a short time before obtaining a license.

Another matter for Sir Robert Hamilton is that of our district doctors. When a doctor is called to a poor person he unhesitatingly refuses to attend to the call unless the fee is paid down, or a guarantee of payment given. And even when a paper is presented from a priest as by law authorised for the free attendance to the poor, this also is disregarded, except in urgent cases. There is a great reluctance to relieve the suffering humanity of the poor.

With respect to the Inspector of police that officer has little or no sympathy with us. One of his latest acts of detestation of us was exhibited on the night of the 8th of last month, on the occasion that a fire broke out at New Street in this town, and destroyed a house of an old nurse named Maria Younger, and might have destroyed many more, but for the great activity of the people at large. As soon as the cry of fire was heard, and the place where it caught fire was known, one of the crowd quickly ran up to the fort and gave the report to the police who received it with indifference. Indeed, one of them was rather inclined to be rude and ordered the reporter to go out or he would be locked up. After an elapse of time, however, some of them made their appearance and set to work. The Inspector also put in his appearance, but took no part either in directing his men or otherwise; he remained unconcerned the whole time until the fire was extinguished.

Another cause of discontent is that as residents in the town of Roseau we pay a water tax, and yet so few hydrants are put up for our accommodation, and of the very few some of them are kept closed to our inconvenience. We feel assured had the one which stands near by the destroyed house had been kept opened, the house would not have been destroyed. The total destruction of the house is attributable from the great distance of getting the water on the occasion.

Now, of the large numbers of the labouring women and men of our community, who are in a poverty-stricken state, in consequence of the small wages they receive for their

labour are great. As, for instance, a labouring woman goes to a sugar estate to work; 300 stools of canes are given to her to weed for her day's labour, for only 7*d.*, she has to take sometimes from two and a half days to three to finish it; if she should fail is had up before a magistrate for breach of contract and is fined, in default of payment is sent to prisons. It may be that the poor woman is a mother of two or three fatherless children who are dependent upon her, must be left to the care of others just as poor as herself. In the case of a labouring man that goes to a sugar estate to work he labours for five days, and at the end of which is paid 2*s.* 2*d.*, which amount is insufficient for his own subsistence. This is the case with very many of this class of men in this island.

We most respectfully bring to the notice of Sir Robert Hamilton the removal of our prisoners to Antigua to do their penal labour there, at a higher rate of expense and which is payable from this Presidency. This is certainly most objectionable.

Another matter we beg to call his Excellency's notice to, is the removal of our small houses from one street in town to another, which has been the custom from time immemorial and during the day. Now it is ordered by the Inspector of police to be done before daylight, and must not be later than ten o'clock in the forenoon under a penalty. To remove our houses at the early hour of the morning when it is dark is simply to do injury to the houses.

And lastly, we now fall at the feet of Sir Robert and most fervently assure his Excellency that the land and house tax as well as the road and horse taxes are crushing and unbearable, and we supplicate for the removal of the same; and that we shall ever feel our indebtedness to his Excellency on his recommending Her most Gracious Majesty the Queen a disunion of this island from Antigua, as well as recommending a resident Chief, and that we be permitted to have a greater number of elected members to the nominated members in our Legislature.

We have, &c.
JOHN FRANCIS WILLIAM.
(Fifty-one other signatures.)

To R. W. Hamilton, Esquire,
Secretary to Sir Robert G. C. Hamilton, K.C.B.,
Government House, Roseau.

No. 18.

Petition from Inhabitants of Weirs, St. Andrews.

Weirs, in the Parish of St. Andrew,
Island of Dominica, November 30, 1893.

Sir,

We, the undersigned, respectfully beg to approach you, and ask that you would be pleased to submit, for the perusal and consideration of his Excellency Sir Robert George Crookshank Hamilton, K.C.B., the Special Commissioner appointed by Her Majesty the Queen to inquire into the causes of discontent which exist in this island, and into the working of the existing political constitution thereof, the following statements setting forth the great hardship under which we humble peasant proprietors are enduring.

The tax levied on our patches of land is too high, and where default in payment is made, it is owing entirely from inability and not from any neglect, and it comes hard upon us that for such default we are forced to witness with pain and grief the forfeiture of our patches of land, which we inherit from our ancestors, and by no fault of ours, to be wrenched out of our possession and we are sent adrift. This has caused many to leave with regret the land of their nativity for foreign lands to seek a home. We most humbly and respectfully beg, if by any means a reduction could be made in the land tax as well as in the road composition contribution, it would greatly relieve and lighten our burden.

We are, &c.
ST. ROSE LAVILLE.
(12 other signatures.)

To R. W. Hamilton, Esquire,
Secretary to his Excellency
Sir Robert Geo. Crookshank Hamilton, K.C.B.,
Government House, Roseau.

No. 19.

Petition from Inhabitants of Tablou and Gallion, St. Mark's.

To Sir Robert G. C. Hamilton, Esquire, Knight Commander of the most Honourable Order of the Bath, Special Commissioner, &c., &c., &c.

The humble petition of the undersigned inhabitants of Tablou and Gallion, parish of St. Mark, directed unto his Lordship Lord Ripon, &c., &c., &c.

Sheweth—

The grievance that the poor inhabitants, tenants, and small proprietors suffers the inhabitants are paying heavy land tax upon their property, some have been over valued. Your petitioners are paying road tax, for all our road are not kept in repairs, the road mony is spent for other purpose.

The inhabitants, the sixth class, pays 6*s*. per annum or contribute 12 days labour (that is to say) 3*s*. each instalment or 6 days labour, this is slavery. In former time, when the inhabitants were contruting one day labour in the public road, subsequently repair their bye-road (that is to say) road leading to their residence, all road were kept thoroughly in good order.

That your Lordship's petitioners are paying boat's tax 5*d*. a foot. There is the assessment after a person reached to the reputed age of 60 he is discharged from paying the poll's tax or the road's tax. If he she or they hold any property whatever they must pay an assessment until death, this Act is bad should not be. If a person hold any property in two parishes he pays land's tax on both property, pays an assessment upon the property in the next parish. The assessment should be annauled altogether.

Your petitioner don't urge to re-enact the export duty, nor to annual other taxes, we ask to reduce them, they are rather too high, for there is nothing to do no work no living, the little produce we makes sell next to nothing, since the failure of the sugar price the parish sunk down, very little cane in cultivation.

The poor tenants suffer great disatisfaction from the learge proprietors they gave the small tenants land in high wood to work to plant provision cocoa and fruit for a moity part or half of all produce or product realized from the land.

That when the proprietors found or consider that the land is planted in a planter like maner, they turned the tenants out from the land without paying them their prospects or compensation.

Your Lordship petitioner therefore most humbly prays that your Lordship will be pleased to take our greviance in consideration to cause a law to be enacted for the protection of the poor tenants.

And as in duty bound your Lordship petitioner shall ever pray.

JOSEPH J. BAPTISTE.
(26 other signatures.)

St. Mark,
December 20, 1893.

No. 20.

Petition from Inhabitants of Scott's Head and Morne Jalousie, St. Mark's.

To Sir Robert G. C. Hamilton, Esquire, Knight Commander of the Most Honourable Order of the Bath, Special Commissioner, &c. &c. &c.

The humble petition of the undersigned inhabitants of Scott's Head and Morne Jalousie of the parish of St. Mark addressed unto his Lordship Lord Ripon, &c. &c. &c.

Sheweth—

The grievance that the poor inhabitants and tenants of St. Mark suffers under the large proprietors, they give the poor tenants land in high wood to work to plant provision cocoa and fruits for a moity part or half when they discovered the land is planted and covered with cocoa, they consider that there is no expense simply to crop the cocoa, they turned those poor tenants from the land without paying them their prospect, jails them beside.

That part of your Lordship petitioner own house and lot, we are paying a high lands tax on our propirty, paying road's tax, boat's tax, when the inhabitants became at the reputed age of 60 they are then discharged from paying the road's tax, another tax is imposed upon us. If we hold even a small tatched house, or watled house we must pay and assessment untill we die. This Act deserve annaul. If a person hold property in two parishes he must pay tax on both, and pay assessment in the next parish.

If a person employed in Her Majesty's service when he became of a certain age he is put aside and receive a pention, and we the poor have to pay untill death, without any relief.

Your Lordship petitioner therefore most humbly prays that your Lordship will be pleased to have all the taxes amened and caused a law to be enacted for the protection of the poor tenants.

And as in duty bound your Lordship's petitioner shall ever pray.

BENOIT F. NICHOLAS.
(20 other signatures and marks.)

No. 21.

Letter from Mr. Rankin to Sir R. G. C. Hamilton transmitting Petition.

Bath Estate, Dominica,
December 28, 1893.

Sir,

I was asked by many persons who had no opportunity of giving evidence before your Commission to present a petition on the subject of direct taxation. I now beg to place the signatures before you, and would draw your attention to the fact that most of the leading merchants, who own little or no land, have willingly attached their signatures to the document. The petition is worded in the simplest form, as I considered that after the volume of evidence you took upon the subject it was unnecessary to enter into detail.

I have, &c.
(Signed) F. W. RANKIN.

To His Excellency Sir Robert Hamilton, K.C.B.,
Her Majesty's Royal Commissioner.

Enclosure in No. 21.

To His Excellency Sir Robert Hamilton, K.C.B., Her Majesty's Royal Commissioner, of Inquiry into the State and the Condition of Dominica.

Sir,

We, the undersigned, inhabitants of the island of Dominica, respectfully beg to express our opinion that the abolition of the land tax in favour of indirect taxation, would assist and benefit the population of Dominica.

M. NAUGHTEN.
(120 other signatures and marks.)

Analysis of Signatures.

1	Roman Catholic bishop.
2	Professions unstated.
2	Fishermen.
1	Shoemaker.
2	Merchants.
23	Business or professional men who are also proprietors.
90	Large proprietors, planters, estate managers, and peasant proprietors.
121	

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No. 22.

Letter from the Rev. J. Lelievre to the Bishop of Roseau, given by him to the Special Commissioner.

(Translation.)

My Lord, Pointe Michel, December 5, 1893.

I have the honour to acknowledge the receipt of your Lordship's letter of 2nd December concerning the causes of complaint among the inhabitants of Pointe Michel (St. Luke), and to send you the following information :—

1. *Roads.*—All roads, no matter to which class they belong, are left almost entirely to themselves, with the exception of the one from Roseau to Pointe Michelle, which is regularly put in order before the Governor, the Commissioner, or your Lordship goes over it. In vain do people ask for roads to their holdings to enable them to bring down their provisions. The villages of Fond Sophie and Pointe Guignard are inaccessible by land, both to priest and doctor. On Sunday, the 8th of October last, I was unable to go to Souffrière to hold service by a road belonging to the first class! And during all this time the money is collected for the taxes with a zeal pushed to the extreme. Why should not the Government, as it never has enough money for these roads, entrust the up-keep of them to the proprietors, and free them from payment of the road tax? This would be a relief, and the surveillance of the work might be made the duty of the engineer or the parish road board.

2. *Land.*—The land, which is the only source of wealth, is taxed at 2 per cent. (and it should not be forgotten that people have sometimes had to pay more than 2 per cent.). The chief complaint is of too high or unfair valuations. For instance, Pierre Serrant, over 50 years of age, has 5 acres in the heights, and a thatched house, and pays 1*l.* 10*s.* land tax and 10*s.* road tax. Clementine Steber, 58 years of age, has a house and lot and 10 acres, of which only four or five are cultivable, and pays 1*l.* 10*s.* land tax and 10*s.* road tax. Peter Célaire, 70 years of age, having, it is true, 200 acres, but only 2 acres in cocoa and 10 in provisions, pays 5*l.* land tax and 1*l.* road tax. And there are many other cases which show like abuses.

3. *Houses.*—In the case of houses, the assessments have again been put too high, or made arbitrarily. Then, many poor people beyond the age for work on the roads, living in poor and worthless thatched houses, are condemned to pay house and road tax; so are others, who are cripples like Joly Alexandre, who is 52 years old, and cannot walk, who is lodged and fed by charity, and yet has to pay 4*s.* land tax and 3*s.* road tax. Louise Marie Louise, at Sibouli, is a like case; she is crippled in both hands and feet, and more than 50 years old, and has to pay 2*s.* land tax.

The zealous collection of taxes has been carried to the point of cruelty. An old man, a tailor by trade, but a cripple from his childhood, was taken twice to goal because he could not pay; he came home and fell ill, and the officer, finding him in bed, said, "Very well, to-morrow back you go to gaol!" The next day the officer found that death had called first.

4. *Boats.*—People ask that the tax of 5*d.* per foot over all, and 4*d.* besides for the label, should be reduced to 1*d.* or 2*d.* per foot. There is living here a very poor family of fisher folk (Jean Baptiste Touissaint); there are 11 children alive, and their house is thatched with straw; but with their three boats, and with three children paying road tax as well as the father and mother, they pay in all 2*l.* 14*s.* 9*d.* a year.

5. *Road Tax.*—Not only have old people been made to pay, but children also below the age of 16. And the priests' certificates, the only ones which can be given, are almost always contested and refused.

6. *Health and Sanitation.*—The people are very well satisfied with the doctor of the district, but living as they do on a narrow strip of land between the estates and the sea beach, they have asked in vain that the Government, which has no money, should give them some latrines. Meanwhile, the unfortunate people are persecuted by the estate owners on the land side, and by the police on the beach. Only yesterday I heard of a young man being punished, as is usually the case, by the magistrate. The latrines are besides very necessary.

7. *Rum and Stills.*—The tax has put a stop to all the stills on the Point. Inns paying a duty of 7*l.* in all have also to pay 15*s.* in two instalments for the measures, and are obliged to present them whenever they are demanded; though the measures and gauge may be in good order every time, still something has to be paid to the officer. Fearing that I have been too long even in this short summary.

I have, &c.

J. LELIEVRE.

No. 23.

Correspondence with Elective Members of Assembly respecting course of Examination.

Letter from Commissioner to Mr. Davies respecting course of Evidence.

Government House, Roseau,
November 24, 1893.

Dear Mr. Davies,

I propose to take your evidence on Monday next, immediately after I have opened the inquiry.

Perhaps you will kindly ascertain and let me know what other members of your body desire to give evidence, so that I may communicate with them. Of course I retain to myself the power to ask any or all of them to come before me, but I wish to save repetition of evidence on the same lines as much as possible, and with this view it would be desirable that those who wish to be examined should be present during your examination, so that their evidence may be confined to points in which they may not agree with you, or to points not touched on in your evidence.

Yours faithfully,
R. G. C. HAMILTON.

It would be convenient and might save the omission of points to be elicited, if you would kindly put down briefly the various points you wish to bring before me. These I could, of course, supplement by others on which I may desire to have your views.

Letter from Mr. Davies to Commissioner, inclosing Petition.

Dear Sir Robert Hamilton,

Roseau, November 26, 1893.

In accordance with my promise, I have to inform you that Mr. A. R. Lockhart and Mr. Pemberton, together with myself, will testify on behalf of the elected Members of the Legislature before the Commission. Mr. Lockhart has prepared a précis of the early history of the island down to Confederation which will form a fitting introduction to the facts and figures we intend to produce, and will impart coherence and consistency to the narrative which will be unfolded.

I shall try to show the evils of the present form of government since Confederation; promises of greater efficiency and economy not kept; steady increase of expenditure and public loans; systematic appropriation of proceeds of loans to purposes other than those for which the money was raised; contracting of loans for improper purposes, *e.g.*, to pay law expenses of certain persons, &c.; systematic spending of money first and taking a vote afterwards; the sale of hundreds of holdings for taxes; the scandals of the Civil Service; the Crown Agents' connexion, &c. Mr. Pemberton will follow on same lines.

Inclosed is a printed copy of a petition which was in course of circulation for signatures when the news of your appointment was wired out to us. It may guide you to the subjects to which public opinion is just now inclined to attach importance.

As my proofs will be the production of newspaper reports of the proceedings of the Legislature, it may be more satisfactory, perhaps, for you to cite the clerk to attend with the volumes of the Official Gazette and the Minutes of the Assembly.

Yours faithfully,
WM. DAVIES.

Petition for a Commission of Inquiry, inclosed in above.

Dominica, June, 1893.

To the Right Honourable the Speaker and Members of the House of Commons of Great Britain and Ireland.

The Humble Petition of the Undersigned Inhabitants of the Island of Dominica, in the Colony of the Leeward Islands.

Sheweth,

1. That on the arrival in this Colony of Mr. William Frederick Haynes Smith—since created Sir William Frederick Haynes-Smith, K.C.M.G.—as Administrator

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thereof the Public Debt of the Presidency of Dominica amounted to 12,000*l.*, and the yearly revenue did not on an average of years exceed 20,000*l.*

2. That shortly after the confirmation of the said William Frederick Haynes-Smith as Governor of the Colony, he proposed and raised a loan of 30,000*l.* in two instalments of 20,000*l.* and 10,000*l.*, on the plausible pretext of improving the means of local communication in order to develop the resources of the island, the vote for the latter instalment of 10,000*l.* having to be carried by the casting-vote of the Governor in an Assembly composed of an equal number of Crown Nominees and Electives, in consequence of the extravagance, waste and incompetence exhibited in the dissipation of the former instalment of 20,000*l.*, and in consequence also of the inability of the Governor to point to any finished public work, however small, as representing the value of such former instalment, and of his appropriation of a part of the same to purposes not sanctioned by any votes of the Legislature.

3. That in order to meet interest and sinking fund of this loan the taxation of the island was increased, but not without considerable murmuring from all classes of the inhabitants thereof, who under the system of government by the Crown have no voice or control over taxation or expenditure, and whose repeated protests against the unconstitutional acts of successive governors, and whose numerous petitions for reform in the directon of popular control over the public purse have been found by experience to weigh with the Colonial Office but as straws against the *ex parte* representations of Governors who virtually can do as they please with all public moneys.

4. That in consequence of the yearly public revenue of this island and all loans contracted for so-called public purposes being placed as aforesaid at the absolute disposal of the Governor, who is said to be responsible solely to Her Majesty's Secretary of State for the Colonies—a functionary located over 3,000 miles away, and whose source of official information is the Governor himself—and in consequence also of the Treasurer of the island and the Auditor-General of the Colony being subordinates whose official careers may be made or marred by "reports," confidential or otherwise, of the Governor, no reliance is placed in the accounts published at rare intervals in the "Official Gazette" of the Colony, and grave and well-founded suspicions have therefore arisen as to the financial position of the Colony in general and of this island in particular.

5. That the inability of the peasant proprietary of this island to bear the taxation imposed on them having been clearly demonstrated by the sale of many thousand small holdings for taxes and the purchase of the same by the local Government and by the recent attempt of the Governor, Sir William Frederick Haynes-Smith, to collect taxes at the point of the bayonet, whereby four men were killed in the endeavour to retain the only shelter their families possessed.

Your petitioners humbly pray, that Your Honourable and Historic House will be pleased to appoint a Commission of Inquiry for this Presidency of the Leeward Islands, the members of which shall have no connection with the Colonial Office, and one of whom at least must be a skilled accountant, with direction to examine and report on,—

1. The ability of the inhabitants of this island to bear the present burden of debt and taxation, and any proposed addition thereto;
2. The manner in which the loan of 30,000*l.* for public works and all other loans for the island of Dominica have been spent, and the work now to be seen as the result of such loans;
3. The manner in which the public accounts are being and have been kept;
4. The necessity for the various schemes proposed by the present Governor of the Colony; and
5. The general economic condition of this island and the working of the present system of government thereof.

And your petitioners humbly add that the expenses of such a Commission will be cheerfully borne whether its report be favourable to the Government or otherwise.

And as in duty bound your Petitioners will ever pray.

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LETTER from Mr. AUG. ST. HILAIRE.

Wayanary, 5th December, 1893.

MAY IT PLEASE YOUR EXCELLENCY THE ROYAL COMMISSIONER,

I NOTICE a publication on the "Dominican Guardian," stated that all the inhabitants of the Island can state thier grievances to you, which I notice you confirmed.

I am much regreted to have to do it myself, being there is a menber who has been elected for the District (Laplain) I think I must state my position for doing so, I am a qualify voter, but never vote for any one. I notice many points has been raise by the menbers during your sittings, which are altogether to their favour, but not for the public generally.

As some of the menbers are my only enemies in the Island, because I did not help the Laplain's people to stone the governor at the time he was there, and the officers on the several tims they came to do their duty and because I risked my life to saved, Mr. Javis the Goverment officer of the district, and Mr. James the Inspector of police, by swum an over flowing river.

I therefore belive they would not raise any question, for the sake of me, that may be good for the inhabitants of the quater where I reside, being I am the only large proprietor who locatnng in most difficult spot in the Island.

I must state the grieveances of the inhabitants around me who also directed me to do so. Our difficulties here is more tedious than any part of the Island, which causes by the ruffing of the sea which we always suffering with, when our neighbours by Boitica and Rosalie, can ship their produce to Roseau, and go to fishing we cannot do so sometime for six months at a streaght, during that time, our produce got roten decreasing and wasted away and we are staving, our soil here is very favourable to all kind of produce the temperature could permited and there are good many Labourers without employment, all of them has a patch of land and a house.

But they cannot cultivate more than what they require to feed themself. On account of the sea thy cant take it to the market, as the roads to Roseau is a long distance of 7 hours.

A man suppose to carry to Roseau $\frac{1}{4}$ of a barrel of arraroot or farin, this will sell for 3/6 to 7/–, the owner has to pay the carrier 3/– to 4/– for his trip, on that account they seldom send any by land, and grown very little for the year to save the trouble to convey it to Roseau. Very often when we are sending loaded boats to Roseau they got swamp, the resaul is evry things got lost, boats brokent doun, and sometime brokent, arns, legs, ribs, and heads too.

The perplexity of the sea causes great many laziness and thieves in the quatar.

The people now are willing to pay their taxes but they find it is too high, and their is no market for their produce.

Very often they builded new boats and paid licence for the year, before 2 or 3 monthes it got brokent, they has to build a next one and pay a new licence. Sometime a man will builded 3 boats, all got brokent for the year.

For myself I am the worst situated porpurtor in the Island, who works under a heavy interest of ten per sent, the sea puts me in great perplexities with my business. Whenever I saw a chance, little of the sea coming carm I hurried myself to put my sugar by the bay to ship by the time I finish cart them down the sea got worst again, and it havi to remains by the Bay for many more months waiting for a chance to ship. When I put 20 terses of sugar, before they got ship it reduc to 18, beside by shiping it must get wet which reduce it to a considerable degree again.

When Rosalie and Point Mulatte Ests ship 18 terses of sugar, they fetch more mony than me when I ship 20.

I will also ask the goverment to regulate the cocoa act because the cocoa dealer causes too great robbery to exist in quater, by buying green pods from those who havent a cocoa tree at a low price, which cause the Dominica cocoa gets so low price in the London market. Excuse my liberty to state to you the only way to redress our grieveances of this quater so to help us to an easier shiping for our produce, and the only way to do so, is to give us jetties or to open a weel-traffic road by the bay from Laplain to Rosalie to bridge the rivers, and also get into some agreement with Mr. Johonson for the inhabitants to have the use of the Rosalie crain. I also notice the goverment intended to have a steam boat to ply round the island of which we

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suppose evry tax payer will have to pay if so, we suppose if the inhabetants of Laplain, do not get some plain to ship our produce, we ought to be excluded from the expencis for the boat.

We the Inhabitants of Laplain quarter surgest that it may so please your Excellency to reduce the land tax, house tax, boats licence, and rum duty to a moderate figer that we could pay.

The inhabitants of the district also desire to have a hospital build in the North Windward District as it is so vey difficult for the Medical officers to attend 2 very sick possons at the same time when in denger at both end of the district, we have to cary them on such case quite to Roseau by land, which is very tidious, this cause the doctor half useless.

Their is also some ill treatment between the goverment and the jury men of this Island, we are sommon from a very far distance to attend court is Roseau for 10 to 12 days we have to spent, for horse, and boading &c. to the amt. of 8/- per day, we therefore beg your Excellency to redress this grievanc by let us have our expences return.

I am
Your humble savant,
AUG. ST. HILAIRE.

To His Excellency the Royal Commissioner,
Sir Robert George Crookshank Hamilton, K.C.B.

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APPENDIX E.

No. 1.

Memorandum by the Governor, dated 20th September 1893.

(*Submitted to the Road Board and the Legislative Assembly.*)

The erection of the Melville Hall Bridge will, I hope, be soon successfully completed at a cost of somewhat within the estimated amount, and I desire before consulting the Legislative Assembly to obtain the views of the Road Board as to whether the road works in the island should or should not be further continued.

I have, as I have previously mentioned, obtained a tender from Messrs. Gould Bros. & Co., for the erection of the Layou Bridge, and for the construction and erection of bridges over the Check Hall and Canefield Rivers, and for the completion of the road between Roseau and Layou. I have left this tender in abeyance, because Messrs. Gould Bros. & Co., were engaged in the large work of constructing the reservoir at the Wallings Valley in Antigua, and I was unwilling to divert their attention while it was in progress. The reservoir, however, will, I hope, be completed this month, and Messrs. Gould Bros. & Co., will therefore be free to take up work in Dominica. The cost of the erection of the bridges over the Layou, Check Hall, and Canefield Rivers, and the completion of this portion of the road, including the cost of engineer supervision, and of the amount to be paid to the clerk of works who will be required to be constantly on the spot to check the work of the contractors, will be 6,500*l.*

As soon as the masons have finished the work at the Melville Hall Bridge, it would seem desirable to take up the work of building the abutments for the proposed bridge over the river at Rosalie, and when these are finished to proceed to construct the abutments for the proposed bridge over the river at Point Mulatre.

It is proposed that the bridges over these two last rivers should be each of one span of 80 feet, and the estimated total cost of each bridge, when completed with the approaches, is 1,250*l.* The bridges as designed to be erected over the Canefield and Check Hall rivers are also each of 80 feet span, and as the iron work required for these four bridges is similar in every respect, Messrs. Gould Bros. & Co., have, if their tender for the Layou-Roseau works is accepted, also tendered to deliver the iron work for the bridges over the Rosalie and Point Mulatre rivers on favourable terms, namely, 536*l.* for each bridge, delivered on the spot on the Windward coast. This amount is included in the estimate of the cost before mentioned.

There are other matters involving less expenditure which it is desirable to bring to completion. It is desirable to complete the Indian River Bridge at the mouth of the river near Portsmouth, and a comparatively small bridge at the mouth of the Lagoon near the same town. Much of the material for these works has been prepared and both these bridges can be completed in about seven weeks after Melville Hall Bridge is opened, at a total estimated cost of 250*l.* The bridge at Coulibistre is much wanted, and it is proposed that this work should be taken up and completed at a cost of 300*l.* as soon as the Indian River and Lagoon bridges are completed. It would also seem very desirable to complete the road for wheeled traffic from Roseau to Pointe Michel, and this can be done in a few weeks at an estimated cost of 150*l.*

The completion of the bridge over the Melville Hall River completes a line of roads from Portsmouth to Marigot, but it would be of great public advantage that this portion of the road should be carried on to Hatton Garden.

The new road from Portsmouth to Melville Hall has shown that it is possible to construct a road for wheeled traffic in Dominica, and to maintain it at a reasonable expense, but the road ought to be further improved and widened in certain places, and it ought also to be macadamized. The cost of macadamizing public roads has been carefully gone into by Mr. Walsh, C.E., and he estimates that with the use of the stone crushing machinery, plant, and stock, owned by the Government, the roads can be macadamized at an average cost of 60*l.* per mile. The question of the annual maintenance of the public roads of the island, apart from their construction, is one of the utmost importance, and the essential points appear to be to provide proper channels for diverting from the roads the water flowing down from the upper slopes of the hills and mountains and to properly harden or macadamize the surface of the roads.

The proposals I would desire to lay before the Legislative Assembly are, that the tender of Messrs. Gould Bros. & Co. should be accepted for the completion of the Roseau-Layou section of the public road, and that Mr. E. J. Walsh, C.E., should be instructed to proceed with the construction of the abutments of the bridges at Rosalie, and afterwards at Pointe Mulatre, and that he should at the same time complete the works at Portsmouth and Pointe Michel before referred to. As these works are taken in hand, I would also desire to obtain the consent of the Road Board and of the Legislative Assembly to proceed, under Mr. Walsh's direction, with the public road from Melville Hall to Hatton Garden, and thence up the Pegoua Valley to Bason Will which is estimated to cost 7,200*l.*, and at the same time to carry on the road from Layou up the Layou Valley to Bason Will to join the road from Hatton Garden at Bason Will. This portion of the road is estimated to cost 6,000*l.* I would also desire to obtain the consent of the Road Board and of the Legislative Assembly to improve the road from Geneva to Pointe Mulatre as a bridle road, 9 feet wide, which Mr. Walsh reports can be carried out at a cost of 3,850*l.*, along the sea face of the mountain without crossing the top of the Morne Pays Bouche Ridge.

To recapitulate, therefore, the proposals which I desire to place before the Road Board and afterwards before the Legislative Assembly are as follows :—

(1.) That the tender of Messrs. Gould Bros. & Co. for the completion of the Roseau and Layou Road and the erection of the bridges over the Layou, Check Hall, and Canefield rivers should be accepted, and the work taken in hand under the supervision of Mr. Walsh, as consulting engineer, and a resident clerk of works.

(2.) That the abutments for the bridge over the Rosalie River should be commenced as soon as the bridge over the Melville Hall River is completed, and that when the abutments are finished that the abutments for the bridge over the Point Mulatre River should be done, so that both would be ready for the erection of the iron work which Messrs. Gould Bros. & Co. tender to deliver on the Windward coast within four months after the acceptance of the tender.

(3.) That the smaller works at Portsmouth should be commenced as soon as the bridge at Melville Hall River is completed and that when these pile bridges are finished the bridge at Coulibistre should be erected, also that Mr. Walsh should at once complete the road to Point Michel.

(4.) That two gangs of moderate numbers should be employed in the northern district, one in macadamizing the road from Portsmouth to Lasoye, and the other in continuing the road from Melville Hall River to Hatton Garden with a view of continuing the road up the Pegoua Valley to Bason Will.

(5.) That a gang of like number should be employed in constructing the road from Layou Bridge, where the work of Messrs. Gould Bros. & Co. would stop, up the Layou Valley to Bason Will.

(6.) That a gang, also of moderate numbers, should be employed in forming the proposed new road round the sea side of Morne Pays Bouche Ridge.

If the Road Board and the Legislative Assembly consider that these works can properly be carried ont as before suggested the work will be fairly distributed over all parts of the island, and I shall be glad if the Road Board can concur with me in thinking that it is desirable to bring these suggestions before the Legislative Assembly.

20th September 1893. W. F. HAYNES SMITH.

To the Memorandum of His Excellency the Governor, of date 20th September last, for a Continuation of Road Construction, which Memorandum has been submitted first to the Road Board, and subsequently to the Assembly on the 17th November, the Elective Members of the latter public body reply as follows :—

1. Recent experience of the way in which the loan of 30,000*l.* has been spent, imposes the obligation on the representatives of the taxpayers to safeguard all future loans by vesting the control thereof in a Committee of the Assembly, on which Committee the elective members of the local Legislature shall have a majority of votes, and not in any irresponsible board like the Road Board, which both the Governor and the Secretary of State consider, and treat, as merely an advising body, without any power to control or check expenditure for the various public works, with the direction of which it is by law entrusted.

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2. While such control of all future loans has already been postulated by the unofficial and elective members of this House in a reply to the Governor's speech, on the 21st November 1892, as a *sine qua non* to a larger scheme of road and public works construction, which was submitted by his Excellency on the 28th October 1892, and while furthermore, such control must have been demanded of necessity for the reason above set forth, it becomes the more imperative on the elective members to insist on such control, since it has been admitted by the Government that a large floating debt has been incurred on the sole authority of the Governor, within the past twelve months, during which time no meeting of the Assembly has been convened for taking into consideration either the financial position of this island, or the necessity for the prosecution under existing circumstances of costly though useful public works.

3. And as it was conceded at the same time that a large proportion of such floating debt is made up of annual deficits in the revenue, it is clear that for a long time past both the yearly expenditure of this Presidency, and its supposed ability to contract loans for public purposes, have been based systematically on data, the erroneousness of which ought to have been known to the compilers of the yearly estimates, so that, so far from increasing the public indebtedness, it was the duty of the Government to see that every department was administered with the most severe economy.

4. Recognising, however, that it would not be true economy to leave half-finished any public work already begun, and that the execution of certain other public works would, to a great extent, allay grave and profound discontent in certain districts, the elective members are prepared to support the contract with Messrs. Gould for the completion of the bridges on the Roseau-Layou route, and the supply and erection of the Rosalie and Pointe Mulatre Bridges, for the respective sums mentioned in his Excellency's memorandum, under proper professional supervision on behalf of this Presidency, and under the condition of control premised in paragraph 1.

5. But while assenting to the proposal of the Governor, to contract with Messrs. Gould for the works specified in paragraph 4 of his memorandum, the elective members nevertheless consider that the more economical way of getting the work done, would be by the appointment as colonial engineer of some competent professional man who has the confidence of the public, so that the profits of the contractor might be saved to the Presidency. And in this connexion they wish it to be distinctly understood that they are opposed to any further retention of the services of Mr. E. J. Walsh, whose habitual excess of his estimates, and the vicious principle of paying him by a commission on the cost of his work, are alike inimical to the true interests of the Presidency; and the elective members strongly urge on his Excellency the advisability of at once bringing to a close the professional connection of Mr. Walsh with this Presidency.

6. And lastly in justification of their present attitude towards the various proposals comprised in his Excellency's latest memorandum, the elective members of the Legislative Assembly feel constrained to remind the Governor that, on the passage of the 10,000*l.* instalment of the 30,000*l.* loan, his Excellency announced that such instalment would cover the erection of all the bridges then in the island, so that it is a matter of no little surprise to find another loan now proposed to cover the expenses of putting up bridges for which money has already been raised on the public credit on no less than two occasions, to wit, on the raising of the first instalment of 20,000*l.*, expressly contracted to cover the construction of a carriage road from Roseau to Layou, and the erection of the bridges on this route, and on the raising of the 10,000*l.*, instalment aforesaid.

Dated this 24th day of November, 1893.

Wm. Davies.
Sholto R. Pemberton.
Hy. Hamilton.
D. O. Riviere.
L. A. Bellot.
A. R. Lockhart.
J. J. L. Bellot.

No. 2.

Bridges erected under Loan Account.

No.	Bridges.	Erected by	Date.	Remarks.
1	St. Joseph's, wooden bridge -	G. B. Blanc -	Sept. 1888 -	Present bridge.
2	Trois Pointes, stone bridge -	„ -	Oct. 1888 -	Do.
3	Fond-Colée, causeway - -	E. Robins -	May 1889 -	Washed away.
4	Do. brick arch - -	E. Fadelle -	May 1890 -	Washed away 26th February 1891.
5	Do. iron girder - -	„ -	May 1891 -	Present bridge.
6	Canefield, iron girder - -	E. Robins and Hinds.	Oct. 1890 -	Destroyed by flood of February 1891.
7	Lagoon Nini, timber pile bridge -	E. Fadelle -	May 1891 -	Present bridge.
8	Check Hall, abutments - -	„ -	March 1891 -	Destroyed before completion.
9	Bayonne, abutments - -	E. Robins -	May 1889 -	Not used.
	Do. iron girder - -	E. Fadelle -	May 1890 -	Present bridge.
10	Fromagé, abutments - -	E. Robins -	Sept. 1889 -	Not used.
	Do. iron girder - -	E. Fadelle -	April 1890 -	Present bridge.
11	Beausejour, abutments -	E. Robins -	Sept. 1889 -	Partly used.
	Do. iron girder - -	E. Fadelle -	April 1890 -	Present bridge.
12	Belfast, abutments - -	E. Robins -	May 1889 -	Not used, undermined.
	Do. iron girder - -	E. Fadelle -	Nov. 1891 -	Present bridge.
13	Abbott, abutments - -	E. Robins -	June 1889 -	Now standing, bridge not built.
14	Hertford, abutments - -	E. Robins -	May 1889 -	Used by E. Fadelle.
	Do. iron girder - -	E. Fadelle -	March 1892 -	Present bridge.
15	Tareau, iron girder - -	Do. -	Dec. 1891 -	Present bridge.
16	Layou - - - - -	E. Robins -	June 1889 -	Northern abutment now standing.
17	North River, Portsmouth - -	G. B. Blanc -	May 1892 -	Present bridge.
18	Woodford Hill Bridge (timber) -	E. J. Walsh -	May 1891 -	Present bridge (begun by Mr. Blanc in 1890).
19	Londonderry, iron girder - -	„ -	August 1892 -	Present bridge (begun by Mr. Blanc in 1890).
20	Melville Hall, abutments - -	G. B. Blanc -	Dec. 1889 -	Undermined ; taken down.
	Do. iron girder - -	E. J. Walsh -	Nov. 1893 -	Present bridge.
21	Copt Hall, iron girder - -	Gould Bros. -	—	Present bridge built by contract, all materials and iron furnished by the contractors.
22	Wall House, Iron - -	G. B. Blanc -	June 1891 -	This bridge was not built under loan account, it was charged to general revenue, the iron girders used were taken from loan stores.
23	Loubiere, iron girder - -	„ -	June 1891 -	Do. do.

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Iron Girders not yet used.

No.	Bridge.	Span.	Where lying.
1	Layou River - - -	120 feet - -	Layou.
2	Check Hall - - -	2 of 30 feet -	Check Hall Bay.
3	Canefield - - - -	1 of 30 feet and 1 of 15 feet.	Destroyed, iron at Canefield.
4	L'Ance de Mai - -	1 of 50 feet -	In Roseau.
5	Woodford Hill - - -	2 of 32 feet -	Do.
6	Indian River - - -	1 of 54 feet -	Portsmouth.
	Do. - - -	2 of 40 feet -	Roseau.
7	Coulibistrie - - -	1 of 28 feet -	The bridges used at Loubiere and Wall
	Do. - - -	1 of 20 feet -	House.
8	No particular place - -	2 of 19 feet -	In Roseau.
9	Do. - -	3 of 14 feet -	Do.
10	Do. - - -	2 of 12 feet -	Do.

J. A. Pinard, Clerk,
Public Works Department.

No. 3.

Statement of the Public Works carried out under Loan and of the Estimates of the Cost prepared by the different Engineers carrying out such Works.

(A.) Works carried out or commenced before the arrival of the Engineers appointed from England.

Grading, widening, and levelling road round base of Morne Daniell Cliffs, and reducing in parts gradient at Massacre - - - £850 0 0

(B.) Works carried out or commenced by the Special Engineers appointed from England

Material ordered by the special engineer, including cement and iron-work supplied on requisition of the special engineer, and for which tenders were obtained and specifications settled by Mr. Wakefield, C.E., on instructions of Crown Agents in London - - £10,598 14 10

The Roseau-Layou Road, including the following bridges and culverts:—

Fond Collé Culvert (destroyed by freshet).
Boery River Bridge (destroyed by flood, 448*l.* for abutments).
Lagoon Nini Bridge.
Check Hall Bridge.
Check Hall Mill Race.
Fromagé Bridge.
Bayonne Bridge.
Trois Pointes Bridge.
Beauséjour Bridge.
Abricot Bridge.
Belfast Bridge (old site), 220*l.*
Belfast Mill Race Bridge.
Hertford Bridge.
Tarreau Bridge.
Abbott Bridge (not completed).

The estimate of the cost of each item mentioned in the list sent cannot be made up from the records at Antigua. The expenditure when the engineer in charge left was as follows:—

	£	s.	d.
Salaries, engineers	905	1	5½
Do. clerk of works	172	18	4
Travelling expenses and allowances	506	3	9½
Wages of foremen	322	12	11½
Day labourers	2,552	11	9
Stores, tools, &c.	1,556	9	8
Local freights	35	10	3
Transport and porterage	249	10	4½
Compensation	7	11	6
Miscellaneous	80	4	2
	£6,398	14	3

	£	s.	d.
The survey of road across island	500	0	0
The Layou Bridge, including approaches (Mr. Pearce, R.E.D.)	3,386	0	0

(C.) Works carried out by Mr. Blanc, the Colonial Civil Engineer, under Loan.

Work.	Name of Engineer.	Estimate of Cost. £	s.	d.
Trois Pointes Bridge	Mr. Blanc	125	10	0
St. Josephs Bridge	„	100	15	0
Reconstruction of Market Street, Roseau, and construction of Grand Bay Street, amended estimate	„	956	19	2
Do. do. of New Street	„	306	0	0
Savanne Park Road river wall	„	280	0	0
Bath Road	„	125	0	0
Riviere Douce Bridge	„	40	18	0
Roseau River embankment, several estimates, according to extent of work, from 3,000*l.* to 5,000*l.* NOTE.—Only preliminary work of clearing bed of river taken in hand.	„	5,000	0	0
Roseau Bay Road embankment wall	„	230	0	0
Stone wall and drain at back of town	„	262	0	0
Wall House Bridge, without ironwork	„	100	0	0
Loubiere Bridge do.	„	135	0	0
Work on the Bath Bridge and Goodwill Bridge after the floods of February 1891	„	180	0	0
Tête Morne mountain road	„	250	0	0
Drainage of Portsmouth	„	826	0	0
Drainage of swamp near same	„	192	0	0
Portsmouth Jetty	„	427	11	4
Do. Street	„	110	8	0
Do. culvert	„	32	8	0
Do. Waterworks	„	195	9	0
North River Bridge, without cost of ironwork or cement	„	189	0	0
Sugar Loaf Flat Road, including diverting of stream	„	125	0	0
Melville Hall Bridge (This work was destroyed by floods.)	„	706	12	6
Coulibistrie Bridge	„	300	0	0
Embankment round the base of Point Michel Cliff	„	282	0	0

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(D.) Works carried out by Contractors under Mr. Ivor Moore, R.E.D.

Work.	Name of Engineer.	Estimate of Cost.
		£ s. d.
Copt Hall Bridge, as originally designed - - -	Mr. Ivor Moore, Royal Engineer Department -	1,400 0 0
After the floods of February 1891 the bed of the river was permanently widened in the neighbourhood of the site of the bridge some 30 feet, and the contractors desired to throw up the contract, but the law officers advised, that on the facts there did not appear to be any actual impossibility to prevent their carrying out the work in terms of the contract, on their being paid for the extra work on the schedule of prices annexed to the contract. Such increased work was estimated at -	„ „ -	600 0 0
		2,000 0 0

(E.) Works carried out by Mr. Fadelle, C.E.

Work.	Name of Engineer.	Estimate of Cost.
		£ s. d.
Fond Colé, first bridge - - - - -	Mr. Fadelle - -	169 1 8
Fond Colé, second bridge - - - - - -	„ - - -	140 0 0
Nini Lagoon and Check Hall Bridge, including river wall, first estimate - - - - - -	„ -	2,000 0 0
Nini Lagoon Bridge, amended estimate - -	„ - - -	155 0 0
Check Hall Bridge, without ironwork - - -	„ - -	450 0 0
Belfast Bridge, without ironwork - - - -	„ - - -	450 0 0
Canefield Road, including culverts between Fond Colé and Canefield - - - - - - -	„ - -	120 0 0
Belfast Road, portion of - - - - -	„ - -	—
Mahaut Road, portion of - - - -	„ - - -	260 0 0
Rebuilding abutments and wing walls, Fromagé and Bayonne bridges, without ironwork - - -	„ - -	300 0 0
Abricot Bridge, without ironwork - - - -	„ - - -	100 19 0
Hertford Ravine Bridge, without ironwork - - -	„ - -	110 0 0
Hertford Road - - - - - - -	„ - - -	—
Tarreau Hill Road - - - - - - -	„ - - -	—
Tarreau Bridge, without ironwork - - -	„ - -	110 0 0
Intervening road between bridges at estimated cost of 500*l.* per mile.	„ - -	

Note.—These sums do not include cost of engineering supervision.

(F.) Works carried out by Mr. C. J. Walsh, C.E., under loan.

Work.	Name of Engineer preparing Estimate.	Amount of Estimate.
		£ s. d.
The works grouped in Treasurer's books under heading Portsmouth-Lasoye New Road include the following:—		
Portsmouth to Woodford Hill in Lasoye district—		
£		
Original estimate - - - 3,890		
Extra works - - - 243		
Steam sawing machinery and live stock - - - - 615		
£4,748		
exclusive of compensation, but including 27 bridges and 48 culverts; owing, however, to heavy rainfall of 192 inches in the year 120 culverts in all were required - - - - - -	Mr. E. J. Walsh, C.E. -	4,748 0 0
Woodford Hill Bridge - - - - -	„ „ -	75 0 0

Work.	Name of Engineer preparing Estimate.	Amount of Estimate.
The work grouped in treasurer's books, &c.—*continued.*		£ s. d.
Londonderry Bridge	Mr. E. J. Walsh, C.E.	305 0 0
Widening new road and maintenance and removing heavy landslips for two years until land took natural slope	" "	1,250 0 0
Work on the old Melville Hall Bridge, destroyed by flood	Mr. Blanc	706 0 0
NOTE.—This heading in Treasurer's books includes also other work done under loan by Mr. Blanc in the northern district.		
Extension of road from Woodford Hill to Marigot	Mr. Walsh	350 0 0
SEPARATE WORKS.		
Melville Hall new bridge	Mr. Walsh	1,185 0 0
Approaches to same, including a third approach	"	115 0 0
Indian River Bridge	"	250 0 0

PORTSMOUTH-LASOYE ROAD, to construction as per Treasurer's Statement.

Dr.

		£ s. d.
December 1890 to June 11, 1892.	To amount expended	6,649 16 8½
	By overcharge, as per attached statement	1,216 11 10
	To balance £	5,433 4 10½

PORTSMOUTH-LASOYE ROAD construction, December 1890 to June 11, 1892. Details of overcharges in the Treasurer's Statement.

		£ s. d.
1891.		
September 4	Henry Hamilton, hardware, lumber, &c.	5 9 3
October 2	A. R. Lockhart, compensation for damage to canal track, &c.	50 0 0
1892.		
March 15	C. H. Shew, compensation for damage, Mount Morson	20 0 0
	Woodford Hill Bridge	75 0 0
	Londonderry Bridge	306 0
	Melville Hall Bridge	102 0 0
	Lumber sales	42 14 2
	Sawmill, plant, and live stock on hand	615 8 5
	Total £	1,216 11 10

PORTSMOUTH-LASOYE ROAD, to widening and maintenance, as per Treasurer's Statement.

Dr.

		£ s. d.
June 11, 1892, to December 23, 1893.	To amount expended	1,906 9 5½
	By overcharge, as per attached statement	344 14 11
	To balance	1,561 14 6½

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PORTSMOUTH-LASOYE ROAD, widening and maintenance, June 11, 1892, December 23, 1893. Details of overcharges in the Treasurer's Statement.

		£	s.	d.
1892.				
November 11	W. G. Marie, on acount of claim for timber cut, &c.	12	0	0
„ 30	Charter of sloop with lumber, &c.	11	0	0
„ 30	Remittance to Mrs. Micheam	27	11	1½
December 19	W. G. Marie, settlement of claims for wood, &c.	20	0	0
	Purchase money of a horse	9	0	0
1893.				
March 11	S. Sargenton, shipping stone-crusher	6	2	6
„ 10	J. T. Tavernier, landing mules, &c.	1	15	0
„ 17	L. Berard, transportation stone-crusher	10	0	0
„ 31	Potash and myrbane, &c. (on hand)	80	0	0
„ 31	Wheels and freight	1	7	0
	Freight on mules	6	0	0
May 2–31	Overcharge to road	68	10	1
July 29	P. Bontiff, compensation for land, &c.	5	0	0
„ 31	Harness	18	12	10½
	Lighterage, mules, &c.	1	0	10
October 31	C. H. Shew, judgment and costs, timber cut, &c.	6	15	6
	Indian River Bridge (materials, &c.)	60	0	0
	£	344	14	11

January 8, 1894. (Signed) E. J. WALSH.

No. 4.

ROADS AND BRIDGES LOAN ACCOUNT.

Amended* Statement to give further Particulars.

		£	s.	d.	£	s.	d.
Separate statements	Works carried out by colonial engineers	4,702	5	1½			
	Do. do. special engineers	10,137	0	6	14,839	5	7½
	Salaries of engineers and staff	2,747	5	5			
	Allowances to do.	565	0	3			
					3,312	5	8
	Horsekeep and travelling expenses	—			220	2	3
	Stationery	—			33	12	10
	Office expenses and clerk hire	—			4	0	4
	Hospital expenses, labourers, &c.	—			6	17	6
	Transport (including cost of lighter 304*l.* 4*s.* 6½*d.*)	—			512	19	9
	House erected at "Bassin Will"	—			98	1	4½
	Compensation for damage to trees, &c.	—			13	1	6
	Wages at stores depôt	—			240	16	10
	Miscellaneous expenses—Crown agents	593	13	1			
	Do. do. Local charges	652	1	7½			
					1,245	14	8½
	Portsmouth-Lasoye new road	—			8,377	3	8½
	Melville Hall Bridge (including ironwork)	—			1,620	2	2
	Indian River Bridge (preliminary expenses)	—			41	16	4
	Bridgework transferred to public roads	—			228	0	10
	Stores Account :—						
Separate statements	Unerected bridgework	—			3,270	13	6
	General stores†	—			5,069	10	8½
					39,134	5	7½
	Less sales of stores, hire of lighter, refunds, wages, &c.	—			132	14	9
					39,001	10	10½
	Unadjusted difference	—			115	11	11
	Total	—			39,117	2	9½
	Balance sheet to 31st September 1893	39,517	2	9½			
	Less amount to be transferred to General Account	400	0	0			
		39,117	2	9½			

* The first account furnished (not printed) being manifestly incorrect, amended statements were called for.
† In this item is included the sum of 2,475*l.* 16*s.* 1*d.*, which cannot be accounted for. *See* Stores Account, next page.

Extracted from the Loan Account Books and Colonial Enginer's Returns, December 1893.

W. H. PORTER, Treasurer.

Statement of Bridge Work.

		£ s. d.	£ s. d.
Cost of original 17 iron spans		—	1,021 1 6
Of which were erected at—			
Abricot	1 span.	75 8 1½	
Fond Colé	1 „	113 6 0	
Canefield	2 „	169 17 0	
Tarreau	1 „	113 6 0	
Hertford Ravine	1 „	30 3 3	
Beauséjour	1 „	75 8 1½	
Fromagé and Bayonne	2 „	113 2 0	
Total	9 spans.	690 10 6	
*Unerected	8 „	330 11 0	
			1,021 1 6
Cost of 9 special bridges, viz. :—			
Layou	1 span.	1,465 16 2	
Check Hall	1 „	130 1 5	
North River	1 „	177 2 5	
Coulibistrie	2 „	228 0 10	
Londonderry	1 „	331 8 1	
Melville Hall	3 „	715 18 2	
L'anse de Mai	1 „	314 3 4	
Woodford Hill	2 „	402 3 7	
Indian River	3 „	842 6 7	
Total	15 spans		4,607 0 7
Of which are erected :—			
North River		177 2 5	
Coulibistrie (transferred to Public Roads Account, and erected at Wall House)		228 0 10	
Londonderry		331 8 1	
2 spans of Indian River—1 at Melville Hall and 1 at Belfast		590 17 5	
1 span of Melville Hall (at M. H.)		339 9 4	
Total	7 spans	1,666 18 1	
*Unerected :—			
Layou, Check Hall, 2 spans of Melville Hall, L'anse de Mai, Woodford Hill, 1 span Indian River.			
Total	8 spans	2,940 2 6	
			4,607 0 7

Stores Account.

	£ s. d.	£ s. d.
Balance of Stores Account, 30th September 1893	—	5,069 10 8½
Portsmouth pumping machinery	488 6 0	
Stone-crusher and engine	283 1 1	
Rock perforator	113 1 10	
Excavator	75 19 10	
Portable railway	254 14 6	
Surveying instruments	58 2 4	
Charts and specifications	18 17 4	
Piping for Portsmouth waterworks	127 12 7	
Dynamo exploder	30 16 1	
Sundry stores, tools, &c. in depôt, and stores known to have been lent to other Presidencies, estimated by Commissioners, treasurer, and clerk of works at	889 0 0	
Stores in use at various points in charge of engineer's assistant, estimated by him at	75 0 0	
Stores in colonial engineer's depôt	25 0 0	
Stores purchased by colonial engineer, and issued but not charged against the several works	154 3 0½	
	2,593 14 7½	
To be accounted for	2,475 16 1	
		5,069 10 8½

* These two amounts taken together make up the sum of 3,270*l.* 13*s.* 6*d.* for "Unerected bridgework" in Statement on previous page.

App E.

Details of Works, amended to include Bridge Work not yet charged against Works in Loan Books.

Works.	Colonial Engineer.	Special Engineers.	Total.
	£ s. d.	£ s. d.	£ s. d.
Fond Colé Culvert	17 4 3	43 13 3½	60 17 6½
„ Bridge, No. 1	—	159 19 7½	159 19 7½
„ „ „ 2	—	255 5 11	255 5 11
Canefield Road	453 15 3½	518 9 0	972 4 3½
„ Bridge	15 3 3	543 0 3½	558 3 6½
„ River	—	9 4 1½	9 4 1½
Lagoon Nini survey	—	8 19 8	8 19 8
Check Hall River survey	—	2 15 1	2 15 1
„ Bridge	—	293 18 0½	293 18 0½
„ Mill Race Bridge	—	40 9 8	40 9 8
Fromajé and Bayonne „	—	470 12 4½	470 12 4½
Trois Pointes Bridge	56 5 2	16 19 10	73 5 0
Beausejour „	1 15 0	197 12 3½	199 7 3½
Abricot „	—	187 4 9	187 4 9
Mahaut Road	123 12 9	491 15 4	615 8 1
Belfast „	—	505 6 8	505 6 8
„ Bridge, No. 1	—	102 6 1½	102 6 1½
„ „ „ 2	—	831 13 4	831 13 4
„ Mill Race Bridge	—	32 1 7½	32 1 7½
Hertford Bridge	—	96 6 0	96 6 0
„ Road	—	141 12 3½	141 12 3½
Tarreau Hill Road	—	251 15 3½	251 15 3½
„ Bridge	—	327 2 10	327 2 10
„ Road	32 9 10	73 15 2½	106 5 0½
Abbot Bridge	6 15 6	53 10 1½	60 5 7½
Victor Ravine	—	0 14 0	0 14 0
Layou Bridge	—	496 19 6½	496 19 6½
St. Joseph's Bridge	92 11 5½	—	92 11 5½
Coulibistrie „	25 9 4½	—	25 9 4½
North River „	547 5 2	—	547 5 2
Lagoon Nini „	—	296 16 6½	292 16 6½
Woodford Hill Bridge	28 0 4	62 10 0	90 10 4
Londonderry „	23 19 6	552 1 3	576 0 9
Melville Hall Bridge, No. 1	396 7 6	—	396 7 6
Layou Flats' survey	—	611 9 2	611 9 2
Roseau-Layou Road survey	—	38 18 2	38 18 2
„ „ upkeep	—	141 9 9½	141 9 9½
Copt Hall Bridge	—	1,786 13 7	1,786 13 7
Roseau Streets	1,170 0 7	384 15 2	1,554 15 9
Back Street drain	236 11 1	109 16 0	346 7 1
Savanne Park walls	178 3 6	—	178 3 6
„ Road	67 5 0½	—	67 5 0½
Portsmouth Swamp survey	3 10 0	—	3 10 0
„ drainage	316 19 2	—	316 19 2
„ waterworks	149 12 11	—	149 12 11
„ jetty	402 5 7	—	402 5 7
„ streets	60 13 8½	3 8 6	64 2 2½
„ latrine	7 8 0	—	7 8 0
Sugar Loaf Flat Road	114 12 3	—	114 12 3
Survey, Windward Coast	19 2 10	—	19 2 10
Roseau River embankment	55 12 0½	—	55 12 0½
Lasoye Road	38 2 7½	—	38 2 7½
Painting bridges	61 11 5	—	61 11 5
	4,702 5 1½	10,137 0 6	14,839 5 7½

No. 5.

Return by Clerk of the House of Instances when Votes of the Legislative Assembly were carried by Nominated Members or Casting Vote of the Governor.

Date.	Subject.	How carried.
1880, January 31 -	Certain rules of the House - - -	Casting vote.
„ February 3 -	Second reading of Medical Relief Bill - -	„ „
„ „ -	Second and third reading of Bill to amend "The Supplementary Constitution Act."	„ „
„ November 2 -	Resolution that the sum of 1,000*l.* be raised by loan, and appropriated towards discharging in full the claims against the Government by the defendants in the action Falconer v. Doyle and others.*	Voted by nominees and the Governor.
1883, February 20 -	Supplementary Estimates:—	
	Item, police extra pay - - -	Casting vote.
	„ purchase of "Nooya."† (Notice of protest given.)	„ „
	„ police contingencies - - -	„ „
	Supplementary Appropriation Bill - - -	„ „
„ September 6 -	Resolution by an Elective to adjourn -	Negatived by casting vote.
„ December 5 -	„ „ „ -	Majority.
„ „ 20 -	Bill to authorise the Governor to appropriate a sum not exceeding 1,200*l.*, part of the "Roseau Embankment Fund," to meet the expenditure incurred in repairing the damage caused by hurricane of 4th and 5th September 1883.‡	Passed by majority of nominees.
1884, October 9 -	Bill to re-enact certain words in the Schedule B. of the Import and Export Tax Act, 1879, &c.	Majority of nominees.
1885, April 30	Resolution by elective members asking for a change of constitution.	„ „
„ July 23 -	Bill to enable the Treasurer to make searches for uncustomed and prohibited goods, &c.	Casting vote.
„ August 6 -	Resolution, expressing dissatisfaction at the action of the Secretary of State, as an amendment to a resolution by the Government to vote the sum of 131*l.* 19*s.* 10*d.* as the share of this Presidency in the expenses of the Royal Commissioners. This resolution was carried by a majority of electives.	Carried.
1886, March 9 -	An Act to raise an additional duty of 5 per cent. on the several items of revenue of this Presidency.	Casting vote.
„ „ - -	Resolution refusing to sanction any increase of the burdens of the taxpayers in general until the economies suggested by the Select Committee of the House appointed for that purpose are adopted.	„ „
„ September 7 -	Resolution opposing a resolution by the Government for a change of the constitution.	„ „
„ „ -	Bill to provide for the uniform valuation of lands, tenements, or hereditaments for the purpose of taxation.§ (Elective members left the house in a body.)	„ „
1887, November 10 -	Certain items in the estimates - - -	„ „
1890, December 30 -	Motion of elective members that estimates for 1891 be referred to a Select Committee of the House.	Lost by casting vote.

* The circumstances which gave rise to this action are referred to at p. xii of the Report.
† *See* Appendix C., No. 7 ‡ *See* Appendix C., No. 6. § *See* Appendix C., No. 8.

App. E.

No. 6.

Memorandum by Mr. Le Hunte on the Publication of Treasury Accounts.

In 1886, up to 30th June, in addition to the monthly balance sheets a monthly return of the cash transactions, receipts, and disbursements for the month was also published. The last of these cash accounts was published on 15th July 1886.

The balance sheets for 30th September and 31st December, together with the statement of assets and liabilities for these quarters, were published.

During 1887 a monthly balance sheet, with quarterly statements of assets and liabilities, was published.

In 1888 the balance sheet for 30th June was published.

In 1889, from May to October inclusive, the monthly balance sheets were resumed.

The balance sheet for 1889 (31st December) was published.

The balance sheet for 31st December 1890 was published.

For 1891 and 1892 no accounts were published.

In 1893 the balance sheet for 30th June was published.

I attach a detailed statement, showing dates of publication of above.

I feel it due, especially to the present treasurer, Mr. Porter, to say that the regular publication of the accounts appears to have stopped after he left, and at a time when I was vainly trying to perform the combined offices of President and Treasurer. I notice that they were resumed when Mr. Whyham (a very good accountant) was acting for me while I was on leave in England between April and October 1889.

After I returned in November 1889 the offices of Treasurer and Commissioner were separated again, and Mr. Porter returned here as Treasurer, after which I had nothing further to do with the treasury accounts, and the Treasurer corresponded directly with Antigua about them.

The monthly publication was not again resumed, and practically only the balance sheet for the end of the year was published. I was not here at the end of 1891 or beginning of 1892, and I cannot say how it comes that no balance sheet for 31st December 1891 was published.

The monthly cash accounts and the balance sheets were regularly made out and forwarded to Antigua, although they were not published. Statements of expenditure on roads and bridges were laid before the Road Board from time to time and published in their minutes.

I think, therefore, that the discontinuance of the systematic publication of the treasury accounts must be laid to me. I was at the time very much overworked, and I did not give the matter of publication sufficient attention. I do not recollect the subject being referred to particularly, and I was not directed to publish them, but I think the blame for the first break is fairly attributable to me. I reported that I was not publishing them.

15th December 1893. G. R. LE HUNTE.

Publication of Treasury Accounts from 30th June 1886 to 30th June 1892.

Year.	Account.	Date of Publication.
1886. (Mr. Porter, Treasurer.)	Cash account, 30 June (last)	15 July 1886.
	Balance sheet, 30 June	" "
	Assets and liabilities	" "
	Balance sheet, 30 September	21 October 1886.
	Assets and liabilities, 30 September	" "
	Balance sheet, 31 December	8 February 1887.
	Assets and liabilities	" "
1887.	Balance sheet, January	15 March "
	" " February	22 " "
	" " March	10 May "
	Assets and liabilities, 31 March	" "
	Balance Sheet, April	28 June "
	" " May	5 July "
	" " June	2 August "
	Assets and liabilities, 30 June	" "

Publication of Treasury Accounts from 30th June 1886 to 30th June 1893—*continued.* APP. E.

Year.	Account.	Date of Publication.
1887.	Balance sheet, July	23 August 1887.
	„ „ August	20 September „
	„ „ September	25 October „
(Mr. Le Hunte, Treasurer and President.)	„ „ October	13 December „
	„ „ November	20 „ „
	„ „ December	7 February 1888.
	Assets and liabilities, 31 December	„ „
1888.	Assets and liabilities, 30 June	25 September „
1889.	Balance sheet, May	25 June 1889.
(Mr. Whyham, Acting Treasurer and President.)	„ „ June	6 August „
	„ „ July	20 „ „
	„ „ August	17 September 1889.
	„ „ September	12 November „
	„ „ October	26 „ „
	„ „ 31 December	30 June 1891.
1890. (Mr. Porter, Treasurer.)	„ „ 31 December	7 July 1891.
1893.	„ „ 30 June	5 September 1893.

G. R. LE H.

No. 7.

RETURN OF VOTERS.

Name of Member.	Name of Constituency.	Population.	Number of Voters on Register.					Number who recorded their votes at the last contested election.
			Freehold. Yearly Value, £4.	Occupiers. Yearly Value, £8.	Income Qualification, £25.	Paying direct taxation, 15s.	Total.	
Wm. Davies	Roseau	5,186	88	19	58	6	171	60
S. R. Pemberton	St. George	2,280	56	10	8	1	75	25
L. A. Bellot	St. Paul, St. Joseph and St. Peter.	5,332	43	2	4	1	50	18
Jabez Bellot	St. Luke, St. Mark, and the southern division of St. Patrick.	4,726	56	5	6	4	71	35
H. Hamilton	St. David and the northern division of St. Patrick.	3,277	57	1	2	1	61	26
D. O. Riviere	St. John	2,342	54	2	5	6	67	49
A. R. Lockhart	St. Andrew	3,698	106	—	7	4	117	72
		26,841	460	39	90	23	612	285

House of Assembly elected for three years. Present Session commenced 28th October 1892, expires 28th October 1895.

C. MUSGRAVE,
Registrar.

Qualification of Members.

	£	s.	d.
Freehold, yearly value	10	0	0
Occupier	20	0	0
Income	100	0	0
Assessed Taxes	2	10	0

APP. E.

No. 8.

Dr. Presidency of Dominica BALANCE SHEET on 30th September 1893. Cr.

	£ s. d.	£ s. d.
To charges public debt	—	1,577 0 0
Pensions	—	379 3 5
Legislature	—	33 6 8
Commissioner	—	469 9 2
Treasury	—	1,606 12 10½
Port and Marine Departments	—	4 1 6
Registrar and marshal	—	458 2 7
Magistrates	—	527 12 8
Police	—	1,360 12 8
Prisons	—	462 18 8
Medical	—	937 17 9
Hospitals	—	1,559 17 2½
Education	—	1,967 0 0½
Board of Health	—	459 11 0
Registration and vaccination	—	19 4 0
Public market	—	14 0 6
Miscellaneous	—	544 16 2
Post Office, telegraph, &c.	—	1,087 11 10
Public Works Department	—	240 10 2
Public Works—Recurrent:		
Maintenance Public Works	254 1 9	
Roads, streets, and bridges	1,404 5 10½	
Waterworks stores	84 9 1	
Botanical Station	245 14 1	
Government House grounds	18 18 8	
Cemetery	10 19 8	
Piers and wharves	78 3 4	
		2,096 12 5½
Public Works—Extraordinary:		
Quarantine station	729 14 6	
Roseau River embankment	251 1 5	
Fish market	33 8 10	
Other special works	6 2 5	
		1,020 7 2
		16,826 8 6
Treasurer (cash balance)	—	588 16 9½
General account	—	15,327 0 7½
Roads and bridges loan account	29,413 16 4	
Portsmouth waterworks	205 18 7	
Portsmouth drainage	514 14 4	
Portsmouth jetty	22 8 11	
Portsmouth-Lasoye New Road	8,377 3 8½	
Melville Hall Bridge	941 4 7	
Indian River Bridge	41 16 4	
Special works under loan (1892)	5,108 15 8	
		44,625 18 5½
Sinking funds—waterworks loan	3,426 15 9	
Public works loan	717 13 8	
Roads and bridges loan	972 16 9	
		5,117 6 2
Crown land fund	—	511 6 11½
Timber works advances account	12 10 0	
Sawmill advances account	44 8 1	
		56 18 1
Money order accounts	—	225 9 2½
Savings' bank	—	40 0 0
£	—	83,319 4 9½

	£ s. d.	£ s. d.
By import duty	—	5,171 11 5
Tonnage and package dues	305 13 6	
Harbour dues	147 5 0	
Buoy fees	29 10 0	
Jetty rates	703 12 3	
		1,186 0 9
Excise duty	—	3,472 18 10½
Taxes—Land and house	1,550 19 4	
Road	904 3 2	
Income	445 10 8½	
Water	140 1 10	
		3,040 15 0½
Licenses—Auctioneer	4 10 0	
Boat	200 11 10½	
Dog	13 16 10	
Gunpowder	0 15 0	
Horse	160 15 0	
Liquor and still	457 10 0	
Marriage	2 0 0	
Porter and waterman	9 14 6	
Trade	439 12 6	
		1,289 5 8½
Water rate	—	82 10 0
Fines and forfeitures	—	461 19 3
Fees of court, &c.:—		
Warehouse rent	41 13 8	
Supreme Court (stamps)	144 2 2	
Magistrates' courts	71 14 6	
Stamp duties	116 5 2	
Cemetery fees	3 17 3	
Hospital fees	10 13 6	
Rents public market stalls	47 3 10	
		435 10 1
Post Office revenue	—	467 17 8½
Rents, public lands	—	40 16 7
Miscellaneous receipts	—	34 19 6½
		15,684 4 11½
Debenture holders under Loan Acts	—	*40,900 0 0
Officers' fee fund	—	0 8 2
Titles to land assurance fund	—	6 14 7½
Titles by registration forms	—	1 6 2
Deposits to secure duties	—	0 2 10
Suspense account	—	1 15 10½
Registrar and marshal's deposit account	—	40 1 1½
Unrepresented estates accounts	—	53 18 3
Money order accounts	—	280 10 3
General government of the Leeward Islands.	—	19,461 18 7
Crown agents	—	6,888 3 11½
£	—	83,319 4 9½

* These loans are as follows:—

	£
Waterworks loan, 1876	5,900
Public works loan, 1881	5,000
Roads and bridges loan, 1889–90	30,000
	£40,900

W. H. PORTER,
Treasurer.

No. 9. App. E.

Analysis of the following Returns of Revenue and Expenditure in connexion with Balance Sheet, No. 8.

These returns show :—	£	s.	d.	£	s.	d.
(1.) Loans paid off between 1886 and 1893 -	—			2,500	0	0
(2.) That deducting this amount of 2,500*l.*, the ordinary revenue between 1886 and 1893 fell short of the ordinary expenditure by -	10,077	2	1½			
Deduct for public works extraordinary included in ordinary expenditure, 1886 to 1893 - - - - - -	3,528	3	10½			
	6,548	18	3			
Add outstanding liability in 1893, not included in these returns, estimated at - -	4,000	0	0			
Deficiency of ordinary revenue to meet expenditure -				10,548	18	3
(3.) The balance sheet to 30th September 1893 shows that the Roads and Bridges Loan Account expenditure amounted to -	39,517	2	9½			
Add for special work on roads included in item of 5,108*l.* 15*s.* 8*d.* in balance sheet under "Special Works under Loan, 1892"	961	0	0			
Total expenditure Roads and Bridges Loan Account - - -	40,478	2	9½			
Less provided by loan - -	30,000	0	0			
Expenditure for roads and bridges beyond provision by loans				10,478	2	9½
(4.) The balance sheet contains an item under "Special Works under Loan, 1892" of -	5,108	15	8			
Less transferred to Roads and Bridges Loan Account Expenditure *supra* - -	961	0	0			
	4,147	15	8			
Add for expenditure on extraordinary public works included in ordinary expenditure -	3,528	3	10½			
Expenditure for other public works for which no provision has been made - - -				7,675	19	6½

Return showing the Revenue and Expenditure, classified under certain Heads, of the Years 1886 to 1892 and the Period ended 30th September 1893.

Heads of Revenue.	1886.	1887.	1888.	1889.	1890.	1891.	1892.	1893, to 30th September.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Balance from previous year -	126 3 9½	261 11 7½	154 5 11	292 15 3	1,273 18 9½	392 6 4	305 11 10	325 1 11
Customs - - -	7,147 15 4	7,865 7 1	8,576 13 0½	9,097 19 7	9,694 6 5	10,048 9 6½	9,016 4 1	5,624 9 11
Excise duty - - -	2,234 14 9	1,861 9 1½	2,256 17 0	3,378 17 1½	3,187 0 8	3,518 18 8½	4,126 13 5	3,472 18 10½
Licenses - - -	909 1 2	949 9 0½	1,195 16 4½	1,492 13 0	1,524 11 2½	1,537 2 9	1,401 12 3½	1,287 5 8½
Taxes :—*a.* Land and house -	368 2 1	884 11 5	1,375 18 3	2,348 17 11½	3,012 5 4	2,389 18 8½	2,846 19 5½	1,550 19 4
b. Road - -	414 17 1	406 6 10½	565 12 10½	909 4 7	1,299 6 2	1,331 11 7	1,520 14 10	904 3 2
c. Income - -	245 15 6	378 10 8	339 18 11½	397 18 1	383 3 11	423 15 0½	454 19 11½	445 10 8½
d. Water - -	112 13 8	115 17 10	112 7 10	131 18 5	129 3 5½	124 2 9½	188 7 11½	140 1 10
Fines, forfeitures, and fees of court.	594 17 5½	551 15 2½	575 1 4½	994 15 0	1,083 9 6	883 18 0½	961 9 9½	677 15 11
Post Office - - -	375 13 0½	281 19 5½	445 14 0½	378 15 8½	498 1 4½	650 14 10	685 4 6½	467 17 8½
Miscellaneous - - -	2,834 12 1½	2,436 14 3	1,784 16 0½	1,374 7 2½	921 8 7	624 9 11	1,513 10 1½	1,113 1 9½
	15,364 6 0	15,993 12 7	17,383 1 8½	20,698 1 11	23,006 15 5	21,925 8 3	23,021 8 3½	16,009 6 10½
Deduct balance from previous year.	126 3 9½	261 11 7½	154 5 11	292 15 3	1,273 18 9½	392 6 4	305 11 10	325 1 11
	15,238 2 2½	15,732 0 11½	17,228 15 9½	20,405 6 8	21,732 16 7½	21,533 1 11	22,715 16 5½	15,684 4 11½

App. E.

Return showing the Revenue and Expenditure, classified under certain Heads, of the Years 1886 to 1892 and the Period ended 30th September 1893—*continued.*

Heads of Expenditure.	1886.	1887.	1888.	1889.	1890.	1891.	1892.	1893, to 30th September.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Federal contribution	1,593 4 4	1,509 14 8	1,543 3 2	1,614 10 3	1,352 8 8	2,404 18 7	2,486 4 6	—
General administration	3,967 12 1½	4,495 17 3½	4,816 17 8	5,837 12 5	5,516 10 6½	5,814 5 8½	5,752 9 6	3,770 15 5½
Law and protection	3,119 10 4	3,381 3 6½	3,266 13 4½	3,598 17 4	3,680 11 11½	3,791 11 7	4,351 11 5½	2,809 6 7
Education	930 17 3	939 0 8½	936 14 10½	958 9 6½	1,019 11 9	1,542 4 6	1,910 19 11	1,967 0 0½
Medical relief, hospitals, and charitable institutions.	2,944 2 5	3,089 19 10½	3,232 3 6	3,485 1 11	3,925 7 9	3,953 18 6	4,734 1 0	2,497 14 11½
Public works, viz.:—								
Roads and bridges maintenance.	1,087 1 0½	891 14 3	1,316 14 4	1,622 2 9	2,123 8 5½	2,681 7 0	1,900 1 8½	1,404 5 10½
Other recurrent expenditure.	229 3 9½	447 12 5	886 16 8	393 10 11½	761 5 8	1,646 1 3½	320 2 11½	698 9 0
Extraordinary works	145 6 2	50 0 0	88 11 10	173 1 4	954 12 0½	1,102 7 9	—	1,014 4 9
Post office and telegraph	374 0 2	647 10 1	650 5 5	962 17 7	932 10 5	742 16 8½	1,158 18 6½	1,087 11 10
Interest on debt	754 0 0	724 0 0	739 0 0	753 14 0	1,149 5 3	1,709 9 8	1,879 0 0	1,577 0 0
Sinking funds	497 10 0	497 10 0	548 8 1½	428 13 4	197 10	497 10 0	497 10 0	398 15 0
Repayment of loans	—	—	—	—	2,300 0 0	200 0 0	—	—
Total	15,642 7 7½	16,674 2 10	18,025 8 11½	19,879 11 5	24,413 2 6	26,086 11 3½	24,900 19 7	17,225 3 6

Details of Items, "Customs," "Licences," and "Miscellaneous," in Statement of Revenue for Years 1886 to 1893.

——	1886.	1887.	1888.	1889.	1890.	1891.	1892.	1893.
Customs	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Import duty	5,880 19 9	6,262 8 5	7,564 15 2	8,525 8 11	9,076 5 7	9,453 17 10½	8,397 3 9½	5,171 11 5
Export duty	1,005 19 7	1,011 0 5	516 13 3½	—	—	—	—	—
Tonnage duty	167 17	368 9 6	372 12 1	421 13 8	453 5 10	413 1 8	416 15 3½	305 13 6
Harbour duty	92 18 4	223 8 9	122 12 6	151 5 0	164 15 0	181 10 0	202 5 0	147 5 0
Total	7,147 15 4	7,865 7 1	8,576 13 0½	9,097 19 7	9,694 6 5	10,048 9 6½	9,016 4 1	5,624 9 11
Licences.								
Liquor and still	389 18 4	403 16 8	512 5 0	690 13 0	722 19 0	725 10 0	575 4 0	457 10 0
Trade	304 0 0	272 2 6	388 17 3	434 8 7½	433 18 9	445 18 9	454 7 6	444 17 6
Boat	154 15 10	140 15 10½	143 12 7½	184 2 10½	187 7 11½	191 14 9	194 12 2½	200 11 10½
Dog	9 14 0	11 0 0	11 15 6	14 12 6	14 16 6	11 16 3	13 16 1	13 16 10
Horse	36 5 0	112 10 0	130 0 0	158 5 0	153 10 0	149 10 0	153 2 6	160 15 0
Porters, &c.	14 8 0	9 4 0	9 6 0	10 11 0	11 19 0	12 13 0	10 10 0	9 14 6
Total	909 1 2	949 9 0½	1,195 16 4½	1,492 13 0	1,524 11 2½	1,537 2 9	1,401 12 3½	1,287 5 8½
Miscellaneous.								
Waterworks revenue	80 11 3	80 9 4	81 5 9½	82 0 11	79 13 4½	84 11 9½	86 12 6	82 10 0
Warehouse rent	14 6 5	15 1 8½	17 0 4	37 0 10½	36 13 1½	41 5 3	59 19 5	41 13 8
Stamp duties	173 19 10	194 1 0	184 11 1	219 12 8	147 19 3	121 9 5	129 16 5	116 5 2
Cemetery fees	—	—	—	—	6 5 9	8 13 6	16 9 6	3 17 3
Hospital fees	—	—	—	—	20 19 0	21 15 0	20 13 0	10 13 6
Pound fees	—	—	—	—	0 3 3½	—	—	—
Rents, market stalls	53 12 2	49 2 1	76 7 9	57 4 2	65 18 7	54 15 9	73 1 11	47 3 10
Do. Government property	52 0 0	30 7 6	—	—	52 18 7	5 3 8½	23 19 4½	40 16 7
Petty receipts	5 3 1	3 15 4	53 17 3½	40 13 9	46 8 5	44 3 11½	76 10 6	36 19 6½
Yaws tax of 10 per cent.	1,091 11 9½	1,199 12 0	640 12 1	—	—	—	—	—
Additional tax of 5 per cent.	545 15 11	599 13 1½	319 6 9½	—	—	—	—	—
Special tax of 5 per cent.	395 11 1½	—	—	—	—	—	—	—
Arrears of previous years	239 8 10½	74 4 1½	141 2 3½	671 13 1½	—	—	—	—
Pier dues	182 11 8	190 8 0½	187 19 3	192 16 8½	207 14 6	201 1 6½	979 12 6	703 12 3
Buoy dues	—	—	82 13 4½	73 5 0	77 0 0	40 5 0	46 15 0	29 10 0
Interest	—	—	—	—	21 5 0	1 5 0	—	—
Excess of cash	—	—	—	—	158 9 8½	—	—	—
Total	2,834 12 1½	2,436 14 3	1,784 16 0½	1,374 7 2½	921 8 7	624 9 11	1,513 10 1½	1,113 1 9½

DETAILS of SUNDRY ITEMS in STATEMENT of EXPENDITURE for the Years 1886 to 1893.

Heads.	1886.	1887.	1888.	1889.	1890.	1891.	1892.	1893.
Federal.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Civil	353 5 3	345 8 8	299 17 6	338 16 0	356 1 4	458 13 7	448 7 2	—
Judicial	822 11 5	837 3 9	807 8 7	755 0 0	766 18 11	762 1 2	771 10 5	—
Education	109 13 9	107 16 3	97 10 4	93 9 7	118 4 5	144 1 5	158 19 6	—
Pensions	46 10 6	21 16 11	56 14 5	98 3 5	98 3 5	98 3 5	156 0 5	—
Police	45 2 1	43 19 2	68 6 9	41 9 3	63 8 8	44 15 8	69 14 6	—
Miscellaneous	216 1 4	153 9 11	213 5 7	282 12 0	449 11 11	520 12 0	331 12 6	—
Steam service	—	—	—	—	—	376 11 4	550 0 0	—
	1,593 4 4	1,509 14 8	1,543 3 2	1,614 10 3	1,852 8 8	2,404 18 7	2,486 4 6	—
General Administration.								
Arrears	63 7 6	676 3 8	168 6 11½	485 17 2	—	—	—	—
Commissioner	626 11 9½	678 14 8½	809 7 2½	746 10 11	793 2 3	674 16 0½	729 7 1½	469 9 2
Treasury	1,301 16 0	1,324 10 3	1,368 0 9	1,850 0 3½	1,950 9 2½	2,093 17 8½	2,403 7 9	1,606 12 10½
Public Works Department	581 2 10	339 0 0	450 0 9	488 2 2	462 19 6	590 8 0	613 2 8½	240 10 2
Legislature	50 0 0	50 0 0	50 15 0	51 7 6	50 17 0	50 0 0	50 0 0	33 6 8
Pensions	652 12 11	780 10 4	783 17 5	759 9 11½	714 18 4	641 2 3	664 0 3½	379 3 5
Printing	258 1 5½	285 11 8	308 14 1½	407 4 6½	434 12 1	459 18 3	424 10 3½	288 5 7
Bank Charges	16 10 9½	24 19 6	9 12 3	5 10 0½	7 17 10½	16 5 7	25 19 7	4 10 10
Census	—	—	—	—	—	250 0 0	—	—
Miscellaneous	153 17 9	65 0 6	96 4 3	369 9 5	233 7 0½	175 1 3	146 14 10½	251 19 9
Board of Health	109 15 8½	103 3 4½	518 0 6½	331 19 0	154 0 6	508 10 3½	611 4 2½	459 11 0
Lights and Signals	133 16 0½	135 8 1½	165 10 4	180 13 0	214 11 7			
Port and Marine	—	—	—	—	—	40 17 9	30 14 10	4 1 6
Market	13 14 5	15 10 9	21 8 4	15 19 0	23 19 8	12 9 0	14 7 10	14 0 6
Drawback	6 4 11	17 4 5	66 19 9	69 16 6½	95 16 3	—	—	—
Transport	—	—	—	2 10 0	—	—	—	—
Fruit trade	—	—	—	123 2 10½	265 10 6	256 19 7	—	—
Registration and vaccination	—	—	—	—	114 8 9	44 0 0	39 0 0	19 4 0
	3,967 12 1½	4,495 17 3½	4,816 17 8	5,887 12 5	5,516 10 6½	5,814 5 8½	5,752 9 6	3,770 15 5½
Law and Protection.								
Registrar and Marshal	608 16 8	540 15 3	501 16 5	516 11 8	522 17 9	701 7 5	691 2 0	458 2 7
Administration of Justice	57 6 0	66 14 6	60 18 3	43 18 6	95 3 2			
Magistrates	759 0 1	750 0 0	715 14 10	572 11 6	548 9 11	625 16 8	692 15 0	527 12 8
Police	952 8 2	1,338 8 2½	1,230 16 3	1,427 18 4	1,476 15 8	1,721 16 4	2,051 5 9½	1,347 6 0
Powder Magazine	10 0 0	5 0 0	5 0 0	5 0 0	5 0 0	5 0 0	5 0 0	3 6 8
Weights and Measures	—	—	9 18 6	8 0 6	10 0 0	10 0 0	10 0 0	10 0 0
Rents; Police Stations	81 11 0	77 16 0	77 16 0	91 6 0	91 6 0	—	—	—
Gaol	263 0 0	263 0 0	263 0 0	263 0 0	285 8 7	727 11 2	901 8 8	462 18 8
Police and Gaol	387 8 5	339 9 7	401 13 1½	670 10 10	645 10 10½	—	—	—
	3,119 10 4	3,381 3 6½	3,266 13 4½	3,598 17 4	3,680 11 11½	3,791 11 7	4,351 11 5½	2,809 6 7
Education.								
Establishments	604 14 0	607 0 0	615 11 8	633 3 4	662 6 8	978 10 3	1,311 9 6	1,631 11 9½
Grants, &c.	235 7 3	246 1 5½	212 3 2½	214 6 2½	246 5 1	563 14 3	599 10 5	335 8 3
Rents	90 16 0	85 19 3	109 0 0	111 0 0	111 0 0			
	930 17 3	939 0 8½	936 14 10½	958 9 6½	1,019 11 9	1,542 4 6	1,910 19 11	1,967 0 0½
Medical Relief, &c.								
Medical Department	825 0 0	825 0 0	832 10 0	921 13 0	1,337 17 7	1,435 7 3½	1,696 13 4	937 17 9
Institutions	2,111 14 9	2,264 19 10½	2,394 1 10	2,510 3 11	2,451 14 7½	2,516 11 2½	3,037 7 8	1,559 17 2½
Rents	7 7 8	—	—	5 0 0	35 3 5½	—	—	—
Ice Supply	—	—	5 11 8	48 5 0	100 12 1	—	—	—
	2,944 2 5	3,089 19 10½	3,232 3 6	3,485 1 11	3,925 7 9	3,953 18 6	4,734 1 0	2,497 14 11½

App. E.

Details of Sundry Items in Statement of Expenditure for the Years 1886 to 1893—*continued.*

Heads.	1886.	1887.	188	1889.	1890.	1891.	1892.	1893.
Public Works (Ordinary).	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Maintenance buildings and waterworks.	146 16 3	223 6 5½	564 0 4½	323 3 5½	534 1 3	1,389 9 7	169 16 1	363 11 11
Piers	56 1 3½	199 4 10½	309 9 0½	49 11 0	195 12 7	226 2 8½	123 11 10½	78 3 4
Cemetery	13 16 3	12 11 1	13 7 3	8 6 6	17 18 6	18 9 0	20 15 0	10 19 8
Botanical Station	—	—	—	—	—	—	—	245 14 1
Public Garden	12 10 0	12 10 0	—	12 10 0	13 13 4	12 0 0	6 0 0	—
	229 3 9½	447 12 5	886 16 8	393 10 11½	761 5 8	1,646 1 3½	320 2 11½	698 9 0
Public Works (Extraordinary).								
Completion Pointe Michel waterworks.	95 6 2	—	—	—	4 0 8	—	—	—
Improvement Pointe Michel Road.	—	—	—	—	—	35 6 8½	238 14 0	—
Purchase, Botanical Station	—	—	—	—	—	—	2,095 18 2	—
Establishment, Botanical Station	—	—	38 11 10	123 1 4	232 6 6½	390 5 6	247 16 2	—
Purchase, Portsmouth public buildings.	50 0 0	50 0 0	50 0 0	50 0 0	50 0 0	—	—	—
Repairs, Portsmouth public buildings.	—	—	—	—	—	2 0 5	71 15 8½	—
Repairs, Portsmouth Garrison road.	—	—	—	—	—	—	72 11 5	—
Purchase, library buildings	—	—	—	—	—	—	212 9 0	—
Purchase quarantine station	—	—	—	—	—	—	106 1 0	729 14 6
Repairs, poorhouse	—	—	—	—	143 2 6	—	—	—
Repairs, gaol premises	—	—	—	—	57 12 4	373 5 11	20 3 7	—
Repairs, Sav. Parc road	—	—	—	—	244 1 5	—	53 3 2½	—
Repairs, sea wall	—	—	—	—	192 3 5	—	—	—
Repairs, public garden	—	—	—	—	2 5 4	—	33 16 7	—
Renewal waterworks filter-bed	—	—	—	—	—	—	60 8 3½	—
Rebuilding engineer's office	—	—	—	—	—	—	171 0 6	—
Special damage to roads	—	—	—	—	—	—	†961 0 0	—
Street-name boards	—	—	—	—	—	—	7 13 0	—
Embankment, Roseau river	—	—	—	—	—	—	—	251 1 5
Clearing bed of Roseau river	—	—	—	—	—	301 9 2½	—	—
Crane for Vieille Case pier	—	—	—	—	28 19 10	—	—	—
Erection fish market	—	—	—	—	—	—	—	33 8 10
General repairs, public buildings.	—	—	—	—	—	—	745 4 11½	—
	145 6 2	50 0 0	88 11 10	173 1 4	954 12 0½	1,102 7 9	*5,097 15 7	1,014 4 9

* Originally £ s. d. 5,108 15 8
Now less 11 0 1 transferred.
This year's extraordinary expenditure will be charged to loan work account.
† *See* Analysis p. 147.

W. H. Porter,
Treasurer.

November 30, 1893.

No. 10.

Consumption of Duty Paid Rum, 1889 to 30th November 1893, in "Proof Gallons."

1889.	Duty, 2*s.* 3*d.* per gallon	30,024 gallons.
1890.	„ „	28,329 „
1891.	„ „	31,279 „
1892.	Duty 2*s.* 3*d.* in January Increased to 3*s.* 1st February Distilleries locked 1st June	28,565 „
1893. (to 30th November.)	Duty 3*s.* per gallon	32,977 „

W. H. Porter,
Treasurer.

No. 11.

App. E.

MEMORANDUM by Mr. LE HUNTE on the ASSESSMENTS of PROPERTIES for LAND and HOUSE TAX.

By the Valuation Act and Land and House Tax Acts of 1886 persons owning or occupying properties were obliged to send in returns on the enclosed form to the Commissioners of Valuation. The Commissioners assessed the properties from the information given on the returns, and from their own or other sources of knowledge of the properties. (They have power to take evidence.) Not printed.

2. The scale of valuations of cultivations fixed by them was:—

Land.

Cocoa } - -	In bearing, 15*l.* per acre.
Coffee } - - -	Not bearing, 10*l.*
Limes - -	Bearing, 20*l.* (subsequently reduced to 15*l.*).
„ - - -	Not bearing, 10*l.*
Canes - -	2*l.* to 5*l.*
Provisions (gardens,* &c.)	1*l.* to 2*l.*
Fallow - - -	10*s.*
Impracticable - -	5*s.*
Barren - - -	2*s.* to 5*s.*

3. Houses in town and villages average 10 per cent. on rental value. Lots according to size.

† An ordinary two-roomed wooden house, with shingled roof and sides, in Roseau, 30 feet × 20 feet, would be valued, if new, at 30*l.*, and at 20*l.* in the country.
A wooden and thatched house at 7*l.* 10*s.* to 10*l.*
‡ A boarded and unfloored house at 5*l.*
‡ A thatched and wattled house at 2*l.* 10*s.*
A small house lot, say 1,000 square feet, would be valued at 20*l.* in Roseau and 5*l.* in the villages.

A very large number of houses are built (not fixed to the ground) on lots owned by a different person. In such cases there would be two returns, one for the house, and one for the lot.

4. If the present valuation of an acre of cultivated land, say cocoa or limes in full bearing, be compared with the value of the produce obtained from it, it will be seen that it is anything but excessive.

An acre of cocoa, with trees planted at the proper distances, would give at least 500 lbs. of cocoa in a year. The price of Dominica cocoa, taking it at the lowest, should not be less than 60*s.* per cwt. in London. The present price, given by one of the principal buyers and exporters of cocoa in Roseau is 42*s.* per cwt., or 4½*d.* per lb., say 500 lbs. at 9 cents = $45·00 = 9*l.* 7*s.* 6*d.*, yearly value of the produce of an acre assessed at a supposed selling value of 15*l.*

Similarly, limes should give an average of 200 barrels to the acre. The local price, until recently, was 2*s.* a barrel, it is now lower, say lowest 1*s.* 6*d.*; the value yearly at this rate of 200 barrels would be 15*l.* on an assessment of 15*l.* freehold value. Cost of cultivation, &c. on estates should be deducted, but eliminating that it leaves a very substantial margin of profit if the assessment valuation is to be considered as representing a fair, real value.

To take another test. When the Government has taken in cultivated land for making a road, the compensation to be paid for average cocoa and lime trees is 4*s.* a tree. 200 × 4*s.* = 40*l.* an acre.

5. When the Commissioners have arrived at the valuation to be fixed, the property is registered in the assessment books, and becomes liable to tax on that valuation, until altered either by the Supreme Court on appeal, or by the Valuation Commissioners on hearing an application to have the assessment revised. This can only be done after notice has been given to the other side (before the 31st December of the current year), by either the Treasurer or the proprietor. The one case would be an application to increase, and the other to reduce the assessment. The application is heard and decided by the Commissioners at their first sittings in the following year.

* The patches on which "provisions" are cultivated are usually termed gardens.

† Many of the first class and all of the remainder will be exempted from payment of any tax, if my recommendations are adopted.—R. G. C. H.

‡ These are the ordinary descriptions of houses in which the lower classes of the population live.

6. Upon an application being made by either party the Commissioners go into the question of the present state and value of the property. It was at one time contended that they had no right to increase the valuation of an estate when the application was merely for a reduction only, but I held, and my view was upheld by Chief Justice Sir H. Wrenfordsley, that an application re-opened the whole question of the present state and value of the property, and if the Commissioners considered it to have been originally or at present under-valued they had the right to re-value, and if necessary increase the valuation.

Their decision is subject to appeal to the Supreme Court.

The Commissioners cannot increase an assessment of their own motion, as is the common belief; they simply adjudicate upon an application when brought before them. They have in many cases *decreased* assessments where they found them too high, without waiting for any formal application being made to them.

7. A somewhat instructive case occurred recently.

The "River" Estate, which adjoins "Canefield," was originally assessed at 1,000*l.* Owing to damage inflicted by heavy floods the owner applied for a reduction, which was granted to the extent of 100*l.*, and his assessment altered to 900*l.* in 1890.

In 1891 or 1892, the proprietor applied for a further reduction, but the Commissioners found that the value of the estate, as then brought before them, was not less than the original 1,000*l.*, to which sum the assessment was again raised.

The proprietor appealed to the Supreme Court and stated that the valuation was excessive. The Chief Justice held that the Commissioners were justified in arriving at their decision and dismissed the appeal.

In 1893 the proprietor sold the estate for 3,000*l.* It still stands in the Assessment Register at 1,000*l.*

8. The Bath Estate was originally assessed at 2,500*l.*, and any application to have it raised would have been strongly contested. It was sold for 8,500*l.*, and 2,000*l.* being deducted for a part of it purchased by the Government the assessment was fixed at 6,000*l.*, at which it now stands.

Practically it is only when a large estate changes hands and the consideration expressed in the conveyance, which is recorded, appears to be a fair one that a proper assessment can be made. The consideration expressed in the deed is usually now accepted for the assessment valuation.

9. The Board of Commissioners as at present constituted are :—

The Commissioner, Chairman (official).
The Registrar, Mr. Musgrave (official).
Hon. L. A. Giraud, merchant, Roseau, and estate proprietor.
Mr. A. D. Lockhart, planter, Geneva, Southern District.
Mr. A. R. Lockhart, planter, Blenheim, Northern District.

The clerk is the second clerk in the registrar's office.

The three unofficial members give their services gratuitously.

The Treasurer was formerly a member of the Board, but as he often stands in the nature of an adverse party to the proprietor it was thought right that he should not remain a member.

When the original valuations were made by the Commissioners in 1886–7, they very unfortunately, in my opinion, made a serious mistake which has given infinite trouble, viz., where a person sent in a return of several different properties situated in various places, they assessed the valuation of the whole number "en bloc," and wherever a transfer of any portion of the whole was made it was impossible, without a revaluation, to revise the assessment and apportion it properly, especially after 1888, when the rate of tax on lands and houses became different; it was also found that many persons had not made returns of their holdings.

In 1889 the Governor, with the approval of the Legislature, authorised the employment of four officers, or clerks, to make a complete list of all properties in the island. They each had a district and they visited every estate and village, and ascertained the extent and description of each holding, and the size of each house, lot, and description of house.

The Government officer of the districts then entered on the lists, against each item, what he considered to be the proper valuation, for the information of the Valuation Commissioners.

These lists, known as the blue lists, have proved of the greatest use in enabling the Commissioners to identify holdings and to properly apportion the assessment where any transfer had to be made of a portion of the original "conglomerated" assessment.

A great deal of misunderstanding has arisen about the work done by these gentlemen in the districts, persons believing that they were revaluing properties, &c., &c. It is, however, only when an assessment is brought before the Commissioners for revision that the blue list can be used, the original assessment remains undisturbed until such an occasion arises; the impression that the assessments were altered by the officers who made the blue lists is quite erroneous.

They met with some opposition and difficulties in doing this work, but on the whole they did it well and, as I have said, it has been of very great use. The work occupied six months to do.

It would, in my opinion, have been very much better if, in the first instance, in 1886 the properties had been all visited and lists made out by persons sent for the purpose.

Had I been here I certainly would have urged it very strongly. There would have been very little objection to it then, it would have given rise to no misunderstanding and every property would have been returned. As it was, there were 684 properties or holdings found in 1889 which were not on the assessment register, and which were thereupon assessed and registered.

The clerks employed were Mr. J. C. Macintyre, now a planter; Mr. A. Corriette, now a shopkeeper in Roseau; Mr. E. Dupigny, now second clerk, registrar's office; and Mr. W. J. Seignoret, now clerk to the Government Officer, Portsmouth; they were paid at the rate of 8*l.* 6*s.* 8*d.* per month, and had to provide themselves with a horse, &c.

I attach forms of returns.*

Lands. Houses.

(1.) Valuation Assessment.
(2.) Transfer of Lands, &c.
(3.) Removal of Houses.

The first is the form prescribed by the Act 1886, slightly altered to suit the present time. The second was introduced by me in 1892, to meet the unforeseen, and unprovided for, transfers of small portions of holdings which are very frequent and which give a great deal of trouble and work and cause great delay. The third was also introduced to meet the cases (very numerous) of houses being sold and removed from one site to another; they are wooden houses not affixed to the lot on which they stand.

When a person sells a portion of his property which affects the assessed value of the whole, the transfer return on Form 2 is sent to the district Government officer who has to visit the place, see what part of the property has been transferred and estimate the value of it. On receiving his report the Commissioners of Valuation have to inspect the transaction, and if the consideration stated to have been paid fairly agrees with the estimated valuation of the portion transferred, the clerk is directed to have the original assessment of the vendor cancelled and the revised valuation substituted, while the purchaser is entered in the assessment register for the portion he has purchased.

I am unable at the present moment to take up the work of revising many valuations when the assessment is affected by transfer of a portion, and Mr. Lauder, the Government officer, stated, in reply to me yesterday, that he has many returns on hand which he has not yet been able to attend to on account of his time being fully occupied with revenue and road and excise duties. I cannot too strongly urge that this matter be put on a proper footing by the establisment of a land office or some department which should have charge of this work.

I enclose a copy of an extract upon a report on the collection of taxes, recently called for from me by the Governor, in which I refer to this.

Great complaints are made of the delays in effecting the alteration of names in the assessment books, no alteration is allowed to be made except by the direction of the Valuation Commissioners.

When a property is, however, transferred "en bloc," without affecting the assessment, the clerk has been authorised by me to make the change of name in the register at once to save delay.

G. RUTHVEN LE HUNTE.

December 15, 1893.

* Not printed.

App. E

COMMISSIONER, Dominica, to COLONIAL SECRETARY.

Extract from Letter No. 54. (Report on Collection of Taxes, Land and Road).

LAND TAX.

11. Mr. Green lastly urges more despatch on the part of the Valuation Commissioners; no doubt he is right, but the framers of the Valuation Act never contemplated what has been forced on that Board (composed of two officials who have their own duties, a merchant in Roseau, and two planters residing in the country). The duties of that Commission were to assess the value of properties brought under the Tax Act, and to hear and decide applications for revision of the assessed value in the prescribed way.

12. As it is, the Commissioners are expected to do the work of a land titles office. The French custom of bequeathing lands in undivided interests or shares to a number of descendants is mainly responsible for this. When three people own a house, and one sells half his or her share in it, or in a lot of land a few feet square, and this happens by the score in this island, it is not the proper business of the Commissioners to have to readjust the valuation of the property as already assessed.

A proper land office should be created whose functions would be to deal with the hundreds of petty transfers that come in. As it happens this year, owing to my own time, both in and out of office hours, being fully occupied, and the clerk being busy with the re-copying of the valuation register, no work has been done for some months by the Commissioners, since their regular sittings in the early part of the year, and I am not prepared to say when I can do it. Of course the Commissioners will meet to deal with any applications for alterations of valuations upon petitions in the manner prescribed by the law.

13. If the small properties are to be retained as taxable, I must urge, as I have done on previous occasions, that a proper office be created as a land office to attend to the constant alterations of interests in small holdings, it will occupy the time of a hard working officer. I cannot ask the Registrar or the non-official members of the Commission to do it, and I can only give it such attention as my very occasional free days in a year would permit. I have thought well to say this very clearly as the falling off in the payment of land tax has been partly ascribed to the fault of delay on the part of the Commissioners of Valuation. . . . . .

G. R. LE HUNTE.

TOTAL ACREAGE of LANDS over an Acre and their ASSESSED VALUATIONS.

Parish.	Acreage.	Assessed Valuation.	Remarks.
Town of Roseau.		£ s. d.	
Parish of St. George - - -	8,364	23,103 10 0	
„ St. Luke - - -	2,411	3,572 10 0	
„ St. Mark - - -	2,042	4,895 0 0	
„ St. Paul - - -	6,778	7,001 6 8	
„ St. Joseph - - -	7,874	13,784 19 4	
„ St. Peter - - -	3,496	5,955 5 0	
„ St. John - - -	7,221	9,938 4 1	
„ St. Patrick - - -	8,822	11,200 3 4	
„ St. David - - -	5,278	4,288 0 10	
„ St. Andrew - - -	9,607	16,827 10 0	
	61,393	100,566 9 3	

December 25, 1893.

G. R. LE HUNTE.

No. 12.

Return of Houses and Lots assessed at 1 per Cent.

Assessment.	Taxes.	Number of Assessments.	Average Tax.	—	—
			£ s. d.	£ s. d.	£ s. d.
2*l.* 10*s.* and under -	6*d.* and under -	263	0 0 6	6 11 6	
2*l.* 10*s.* to 5*l.* -	6*d.* to 1*s.* - -	736	0 0 9	27 12 0	
5*l.* to 10*l.* -	1*s.* to 2*s.* - -	1,012	0 1 6	75 18 0	
10*l.* to 15*l.* -	2*s.* to 3*s.* - -	688	0 2 6	86 0 0	
15*l.* to 20*l.* -	3*s.* to 4*s.* - -	504	0 3 6	88 4 0	
		3,203			*284 5 0*
20*l.* to 25*l.* -	4*s.* to 5*s.* - -	204	0 4 6	45 18 0	
25*l.* to 30*l.* -	5*s.* to 6*s.* - -	195	0 5 6	53 12 6	
30*l.* to 35*l.* -	6*s.* to 7*s.* - -	65	0 6 6	21 2 6	
35*l.* to 40*l.* -	7*s.* to 8*s.* - -	140	0 7 6	52 10 0	
40*l.* to 45*l.* -	8*s.* to 9*s.* - -	26	0 8 6	11 1 0	
45*l.* to 50*l.* -	9*s.* to 10*s.* - -	86	0 9 6	40 17 0	
					509 6 6
50*l.* to 55*l.* -	10*s.* to 11*s.* -	16	0 10 6	8 8 0	
55*l.* to 60*l* -	11*s.* to 12*s.* -	41	0 11 6	23 11 6	
60*l.* to 65*l.* -	12*s.* to 13*s.* -	10	0 12 6	6 5 0	
65*l.* to 70*l.* -	13*s.* to 14*s.* -	16	0 13 6	10 16 0	
70*l.* to 75*l.* -	14*s.* to 15*s.* -	12	0 14 6	8 14 0	
75*l.* to 80*l.* -	15*s.* to 16*s.* -	37	0 15 6	28 13 6	
80*l.* to 85*l.* -	16*s.* to 17*s.* -	4	0 16 6	3 6 0	
85*l.* to 90*l.* -	17*s.* to 18*s.* -	8	0 17 6	7 0 0	
90*l.* to 95*l.* -	18*s.* to 19*s.* -	2	0 18 6	1 17 0	
95*l.* to 100*l.* -	19*s.* to 1*l.* - -	34	0 19 6	33 3 0	
					131 14 0
100*l.* to 200*l.* -	1*l.* to 2*l.* - -	83	1 10 0	124 10 0	
200*l.* to 300*l.* -	2*l.* to 3*l.* - -	30	2 10 0	75 0 0	
300*l.* to 400*l.* -	3*l.* to 4*l.* - -	22	3 10 0	77 0 0	
400*l.* to 500*l.* -	4*l.* to 5*l.* - -	3	4 10 0	13 10 0	
500*l.* to 600*l.* -	5*l.* to 6*l.* - -	2	5 10 0	11 0 0	
600*l.* to 700*l.* -	6*l.* to 7*l.* - -	1	7 0 0	7 0 0	
700*l.* to 800*l.* -	7*l.* to 8*l.* - -	1	8 0 0	8 0 0	316 0 0
	Total -	4,241			957 0 6

Note.—The *italic* figures show the effect of my recommendation, which is to exempt altogether 3,203 assessments valued at 20*l.* and under, with a possible maximum loss to the revenue of 284*l.* 5*s.* 6*d.*, of which the actual loss of revenue, after allowing for defaults and exemptions, now made, will not exceed 100*l.*

App. E.

No. 13.

Return of Land Tax Valuation assessed at 2 per Cent.

Assessment.	Taxes.	Number of Assessments.		Average Tax.							
				£	s.	d.		£	s.	d.	£ s. d.
1*l.* 5*s.* and under	6*d.* and under	7	1,119	0	0	6		0	3	6	*Whole of 240 8 0*
1*l.* 5*s.* to 2*l.* 10*s.*	6*d.* to 1*s.*	38		0	0	9		1	8	6	
2*l.* 10*s.* to 5*l.*	1*s.* to 2*s.*	193		0	1	6		14	9	6	
5*l.* to 7*l.* 10*s.*	2*s.* to 3*s.*	91		0	2	6		11	7	6	
7*l.* 10*s.* to 10*l.*	3*s.* to 4*s.*	254		0	3	6		44	9	0	
10*l.* to 12*l.* 10*s.*	4*s.* to 5*s.*	75		0	4	6		16	17	6	
12*l.* 10*s.* to 15*l.*	5*s.* to 6*s.*	187		0	5	6		51	8	6	
15*l.* to 17*l.* 10*l.*	6*s.* to 7*s.*	51		0	6	6		16	11	6	
17*l.* 10*s.* to 20*l.*	7*s.* to 8*s.*	223		0	7	6		83	12	6	
20*l.* to 22*l.* 10*s.*	8*s.* to 9*s.*	30	458	0	8	6	*One half of 265l. 7s.*	12	15	0	
22*l.* 10*s.* to 25*l.*	9*s.* to 10*s.*	142		0	9	6		67	9	0	
											320 12 0
25*l.* to 27*l.* 10*s.*	10*s.* to 11*s.*	14		0	10	6		7	7	0	
27*l.* 10*s.* to 30*l.*	11*s.* to 12*s.*	133		0	11	6		76	9	6	
30*l.* to 32*l.* 10*s.*	12*s.* to 13*s.*	4		0	12	6		2	10	0	
32*l.* 10*s.* to 35*l.*	13*s.* to 14*s.*	54		0	13	6		36	9	0	
35*l.* to 37*l.* 10*s.*	14*s.* to 15*s.*	8		0	14	6		5	16	0	
37*l.* 10*s.* to 40*l.*	15*s.* to 16*s.*	73		0	15	6		56	11	6	
40*l.* to 42*l.* 10*s.*	16*s.* to 17*s.*	6		0	16	6		4	19	0	
42*l.* 10*s.* to 45*l.*	17*s.* to 18*s.*	34		0	17	6		29	15	0	
45*l.* to 47*l.* 10*s.*	18*s.* to 19*s.*	2		0	18	6		1	17	0	
47*l.* 10*s.* to 50*l.*	19*s.* to 1*l.*	86		0	19	6		83	17	0	
											305 11 0
50*l.* to 100*l.*	1*l.* to 2*l.*	128		1	10	0		192	0	0	
											192 0 0
100*l.* to 150*l.*	2*l.* to 3*l.*	24		2	10	0		60	0	0	
150*l.* to 200*l.*	3*l.* to 4*l.*	13		3	10	0		45	10	0	
200*l.* to 250*l.*	4*l.* to 5*l.*	12		4	10	0		54	0	0	
250*l.* to 300*l.*	5*l.* to 6*l.*	8		5	10	0		44	0	0	
300*l.* to 350*l.*	6*l.* to 7*l.*	5		6	10	0		32	10	0	
350*l.* to 400*l.*	7*l.* to 8*l.*	5		7	10	0		37	10	0	
400*l.* to 450*l.*	8*l.* to 9*l.*	—		8	10	0			—		
450*l.* to 500*l.*	9*l.* to 10*l.*	9		9	10	0		85	10	0	
500*l.* to 550*l.*	10*l.* to 11*l.*	1		10	10	0		10	0	0	
550*l.* to 600*l.*	11*l.* to 12*l.*	3		11	10	0		34	10	0	
600*l.* to 650*l.*	12*l.* to 13*l.*	2		12	10	0		25	0	0	
650*l.* to 700*l.*	13*l.* to 14*l.*	3		13	10	0		40	10	0	
700*l.* to 750*l.*	14*l.* to 15*l.*	2		14	10	0		29	0	0	
750*l.* to 800*l.*	15*l.* to 16*l.*	2		15	10	0		31	0	0	
800*l.* to 850*l.*	16*l.* to 17*l.*	—			—				—		
850*l.* to 900*l.*	17*l.* to 18*l.*	—			—				—		
900*l.* to 950*l.*	18*l.* to 19*l.*	—			—				—		
950*l.* to 1,000*l.*	19*l.* to 20*l.*	7		19	10	0		136	10	0	
1,400*l.*	28*l.*	1		28	0	0		28	0	0	
1,500*l.*	30*l.*	4		30	0	0		120	0	0	
1,600*l.*	32*l.*	1		32	0	0		32	0	0	
2,000*l.*	40*l.*	3		40	0	0		120	0	0	
2,500*l.*	50*l.*	1		50	0	0		50	0	0	
6,000*l.*	120*l.*	1		120	0	0		120	0	0	
		1,940									1,135 10 0
											1,953 13 0

Note.—The *italic* figures show the effect of my recommendations, which are as follows:—

	£	s.	d.
(1.) To except altogether 1,119 assessments, valued at 20*l.* and under, with a possible maximum loss to the revenue of	240	8	0
(2.) To reduce by one-half 458 assessments, valued between 40*l.* and 20*l.*, at a possible maximum loss to the revenue of one-half 265*l.* 7*s.*	132	13	6
Total possible loss	373	1	6

of which the actual loss, after allowing for defaults and exemptions, now made, will not exceed 200*l.*

No. 14.

Memorandum by Mr. Le Hunte on the Road Tax.

The road tax is collected by the district Government officers twice a year, in February and September, at convenient times and places for the residents in their districts, seven days' notice being given of the officer's coming to collect. The actual period of collection usually extends over two months, at least, for each period. When the officer closes his collection, he returns as defaulters to the Magistrate the names of all those who are on the Road Assessment Register who have not paid, and who have not the option of contributing labour in lieu of money payment, usually known as the "Property Qualification Defaulters." The Magistrate issues a summons, and the case is heard in the ordinary course. The Government officer attends to prosecute. In the absence of the defaulter giving any satisfactory reason for non-payment, he can be fined double the amount of the tax, and costs of summons, 2*s*., and in default of payment can be imprisoned, with or without hard labour, for the period corresponding to the amount of the penalty, as provided by the Leeward Island Act, No. 10, 1891 (Magistrate's Code). Practically very few "property qualification" cases are now returned as defaulters, as that class of persons now pay regularly.

After the collection is closed, the Government officer proceeds to "call out" those who have the option of contributing labour, and who have not paid in money. These are often erroneously called "defaulters," a survival of the old Road Acts, when everyone who did not pay money was a "defaulter" (care must be taken not to confuse the terms; I have termed those who elect to labour "statute labourers") in all official papers, and the term is gradually being substituted for the old "defaulters." The statute labourers turn out at such places, within 2 miles of their homes, as the Government officer may direct, and are divided into gangs, under a "driver." We, no doubt, lose a great deal by this kind of labour, as the supervision is usually very defective; it depends upon the individual energy and ability of the Government officer, and whether he can personally attend, which is often impossible.

When we have better means at our disposal, a greatly improved system could be adopted.

The labour is either by the day or by the task, equivalent to the scale laid down by the Road Act. When the statute labourers have all "turned out" the Government officer makes a return of all those who have neither paid nor laboured, to the Magistrate, and the same procedure follows as in the case of the others, except that in some cases the Magistrate, in lieu of fining the defaulter, orders him to complete or perform a labour task on the road, with imprisonment in default of the order being duly carried out. As the Magistrates have wide discretion in these cases, so every proper latitude is given by them to encourage and enable persons to pay the tax, without recourse to imprisonment. A medical certificate of ill-health, or a certificate from a minister of religion is always accepted; in cases where the defaulter has been in childbirth, or can produce any satisfactory proof of having been really unable to either work or pay, the Magistrate invariably gives further time for payment, or remits the tax for the period. Cases of permanent inability are recommended to the Governor for exemption, upon receipt of which the name is struck out of the Road Register.

In my own court, when I was a Magistrate, I always recognised any *bonâ fide* attempt on the defaulter's part to pay, by remitting the costs, 2*s*., or reducing them to half. In all cases of "first offence" I remitted the costs, the usual decision in other cases was "to pay tax and costs," males 5*s*. or 10 days' imprisonment, females 3*s*. 6*d*. or seven days' imprisonment), with or without hard labour, as I thought right. In cases of persistent neglect to pay, or where an attempt has been made to avoid the payment by a ruse, I used to fine the defaulters an extra shilling, and in the worst cases double the tax, and enforce the maximum imprisonment, 14 days, with hard labour; the tax and fine is often paid before the defaulter reaches gaol.

The effect of the systematic carrying out of the rule which guides the Government officer, "the name of every person who is a defaulter is to be returned," has been to gradually reduce the lists of cases sent to the Magistrates to the really culpable, and the really excuseable defaulters; the amounts collected have gradually increased each period, and the Government officers in the districts report still further increase in this year's voluntary payments, and consequent decrease in cases for the Magistrates' courts.

I may say that before the Road Act of 1888, the collections had fallen to a nominal sum, and, owing to the complicated and defective provisions of the law then in force, no defaulters could be prosecuted. It was only the honest who paid, the rest escaped, a

App. E.

state of things we have successfully overcome, as regards the road tax, by firmness and just leniency.

It was no wonder that the list of defaulters was at first so large, and, as the road cases appear in the "Criminal Statistics," published in the blue books, it would unavoidably give rise to enquiry from those at the head of colonial affairs, as to the cause of the sudden increase in crime, or at any rate increase in prosecutions for crime, and attention is also directed to the very large number of "acquittals," or cases dismissed.

These include all cases of remission by the Magistrate, persons not found (that is who have died or left the island since they were placed on the Road Register). A large number of the latter class always occur in the Road Defaulters' List, for, until the case is called on, it is not known whether the defaulter is absent or otherwise. A very large number of cases summoned are dismissed, or withdrawn by the Government officer, it appearing that the person returned has paid or laboured under another name from that which he is registered. A Dominican usually has two or three names by which he is variously called, and, as the invariable custom amongst the peasantry is for a son to take his father's surname as his own christian name, and a new name for a surname, it is no wonder that the Government officers have great trouble in tracing persons, and fixing them by their names, and where the persons, either by accident or design, give different names on different occasions, numbers of so-called errors must arise; but even this is being carefully reduced by the officers to a minimum in their prosecutions. I attach a return of the persons registered under their different qualifications for road tax in the several districts, and also the average number contributing statute labour. A return of the Magistrate's road cases since 1888 will also be given as soon as it is completed.

G. R. LE HUNTE.

5th December 1893.

NUMBER of PERSONS liable for ROAD TAX. Income Qualification.

District.	Over 300*l.*, 2*l.*	300*l.* and over 150*l.*, 1*l.*	150*l.* and over 100*l.*, 15*s.*	100*l.* and over 50*l.*, 10*s.*	50*l.* and over 25*l.*, 7*s.* 6*d.*	25*l.* and under.		Total.	Number who contributed Labour (Average).		Total.
						Males, 6*s.*	Females, 3*s.*		Males.	Females.	
	No.	No.	No.	No.	No.	No.	No.	No.	No.	No.	No.
Roseau - -	—	—	6	9	26	1,533	2,083	3,657	430	170	600
Portsmouth - -	—	2	1	8	22	1,161	1,347	2,541	168	239	407
Vieille Case - -	—	—	1	2	18	616	898	1,535	23	126	149
La Plaine - -	—	—	—	—	12	865	1,091	1,968	220	507	797
Total - -	—	2	8	19	78	4,175	5,419	9,701	911	1,042	1,953

NUMBER of PERSONS paying on PROPERTY QUALIFICATION.

District.	On Estates of 200*l.* and over, 1*l.*	Under 200*l.* and over 100*l.*, 10*s.*	Under 100*l.* and over 50*l.*, 5*s.*	Under 50*l.*, 3*s.*	Total.
	No.	No.	No.	No.	No.
Roseau - -	40	28	46	181	295
Portsmouth - -	16	30	41	297	384
Vieille Case - -	10	1	6	41	58
La Plaine - -	9	9	12	83	113
Total - -	75	68	105	602	850

5th December 1893.

G. R. LE HUNTE.

RETURN of PERSONS prosecuted for non-payment of ROAD TAX, 1889 to 30th September 1893.

District.	Year.	Total number of Persons summoned	Number of Persons convicted.	Number of Persons exempted.	Number of Persons acquitted, Charge not proved.	Number of Cases withdrawn.	Total for each District.	Total for Year.
E.	1889	2,809	988	245	32	1,544	2,809	
F.	„	997	347	126	229	295	997	3,806. 1889 (E. and F. only).
G.	„		Record book destroyed by fire.					
E.	1890	2,520	912	299	118	1,191	2,520	
F.	„	989	413	152	27	397	989	3,509. 1890 (E. and F. only).
G.	„		Record book destroyed by fire.					
E.	1891	1,107	519	171	95	322	1,107	
F.	„	453	238	89	39	87	453	1,560. 1891 (E. and F. only).
G	„		No returns.					
E.	1892	1,115	396	150	132	437	1,115	
F.	„	573	224	89	20	240	573	2,004. 1892 (F., F., and G.).
G.	„	316	141	76	—	99	316	
E.	1893 to 30th Sept.	707	123	72	125	387	707	
F.	„	85	9	29	41	6	85	1,787. 1893 (to 30th September).
G.	„	995	396	82	71	446	995	

7th December 1893.

G. R. LE HUNTE.

RETURN of PRISONERS committed under the Public Road Act, 1889 to November 1893.

Her Majesty's Prison.

Year.	Male.	Female.*	Total.
1889	62	107	169
1890	164	163	327
1891	100	78	178
1892	66	55	121
1893, to 28th November	39	16	55
Total	431	419	750

* Females were formerly liable to pay road tax but were subsequently exempted, and again made liable in 1888.

28th November 1893.

G. R. LE HUNTE.

No. 15.

MEMORANDUM on INCOME TAX and TRADE LICENCES.

Dominica is the only Presidency of the Colony where income tax is payable. The "General Tax Acts, 1879, 1888," regulated it. These Acts were to have expired in 1890, but have been continued from year to year up to 31st December 1893. The reason for not continuing them for a longer period was that the fiscal changes which the McKinley tariff in America brought about in these islands might very likely necessitate a re-casting of our Revenue Acts. The various Acts are also somewhat confusing owing to the partial repeal of portions of them; and I therefore proposed a Codified Draft Act, copy of which I enclose, which contains no material alteration, and the schedules to which are those in force at the present time. Not printed.

The Board of Assessed Taxes Commissioners meet every year in April to receive and inspect returns sent in by persons liable to pay income tax. If the return is accepted the person is assessed for the amount returned; if the Commissioners consider the amount returned to be insufficient, they assess the person at a higher income, of which he gets notice and he can appear on a day named and argue the matter before them.

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Persons who do not send in returns, and who are *prima facie* liable to income tax, are assessed by the Commissioners and notified in the same way. They are, if finally assessed for tax, subjected to a fine of 5 per cent. additional on the tax (not the income) for not having complied with the law.

The scale of income tax is fixed by law as follows:—

"On incomes of 50*l.* to 100*l.* at the rate of 2*l.* 10*s.* (2½) per centum" per annum.

On incomes of 100*l.* and above, 3*l.* 10*s.* (3½) per centum per annum.

Deductions from income tax are allowable, as against income from landed property, of the amount of land tax paid in respect of such property.

From income tax derived from any trade, for which a trade license has been paid, of the amount of the license.

The effect of the above is that if a person received an income of 400*l.* from landed property he would pay no income tax if the valuation of the property was not under 700*l.*, for the tax on a 400*l.* income would be equalled by the land tax on 700*l.* valuation. Similarly a first class merchant here paying a trade licence of 12*l.* (the highest) would pay no income tax on an income not exceeding 342*l.* derived from that trade. And no merchant here will admit, even upon oath, that he makes more than 342*l.* net profit in any year. There are provisions for calling for books, &c., but practically, in a very small place, it is impossible to enforce this, and the irritation which would be created by making one merchant submit his books to the inspection of his rivals in business would not be worth the amount of tax which might eventually be collected from him.

The only persons whose incomes are directly ascertainable are the public officers and such of the merchants' clerks who are paid fixed salaries, which are known or can be ascertained without difficulty, also a few of the managers and overseers on estates. Some of them, however, who ought to pay their fair share, regularly swear that they do not receive an income of 50*l.*, and there is no means of disproving it.

The Commissioners have thought it right every year to make them come and swear to the fact, but we believe that these cases escape a burden which the much poorer class has to bear.

I attach a return showing the amount of income tax received in 1893, giving the classification of persons who paid it.

Only persons resident in Dominica pay income t x on incomes derived from the island, but if resident the tax is charged on all sources of income whether derived from inside the island or otherwise.

The question of the federal officers paying income tax was raised by the late Judge Pemberton, a resident here, who declined to pay income tax on the ground that he was not liable, but whose tax I deducted from his salary as that of any other officer. The matter was referred to the Crown Law Officer and the Secretary of State, and it was decided that federal officers resident in the presidency were liable, otherwise not. The resident Puisne Judge, therefore, is the only federal officer who pays income tax. It has been argued that the other federal officers should pay income tax on the quota of their salary which is paid by Dominica, but the matter has not been followed up, and I believe it would be difficult to make the point good.

There are certain incomes specifically exempted by law:—

Friendly societies.
Savings banks.
Charitable corporations and societies.

Incomes of ministers of religion are not taxed now, though not exempted specifically by law.

TRADE LICENSES.

These are regulated by the General Tax Act, 1888.

They are issued for one year or any part of a year terminating on 30th June.

Not printed.

Application is made on the form enclosed to the Commissioners of Assessed Taxes for the issue to the applicant of a certain class of trade license. The Commissioners meet and deal with the application and assess the applicant for the class of license they consider he should take out. They arrive at this from their general knowledge, from the Treasury books showing average importation by the applicant if he be an importer, or from the report of the district Government officer through whom the application is sent in, and who notes on it the class for which, in his opinion, the applicant should be assessed, and sometimes by personal inspection of the stock, &c.

The Commissioners notify the applicant of the class for which he is assessed. If he is dissatisfied he comes before the Commissioners.

When the applicant is finally assessed the Treasurer or the Government officer issues the license.

No application is necessary for a first-class license, and to facilitate the traders in the country they are allowed to deposit the amount of the license with the Government officer pending the receipt of their assessment notice from the Commissioners.

I attach a return of the trade licenses issued to 30th June 1894, showing the number of the different classes.

Liquor licenses are issued direct by the Treasurer or Government officer—Liquor License Act, 1888.

They expire on the 31st December and are of the following amounts :—

14*l.* for Roseau retail.

6*l.* in the country.

6*l.* wholesale only, town or country.

Still licenses similarly issued.

License expires on 31st December; 25*l.*

Present number, 9.

28th December, 1893. G. R. LE HUNTE.

PROPORTION of INCOME TAX paid by each Class assessed in 1893, for Previous Year, 1892.

Number.	Classification.	Amount Assessed.	Proportion of Assessment.
		£ s. d.	
51	Government officials - -	280 4 6	57 per cent.
14	Agriculturists - - -	59 5 0	13 „
9	Mercantile clerks, &c. - -	24 0 3	5 „
2	Bankers - - -	28 0 0	5 „
5	Professional - - -	20 10 0	4 „
4	Mechanics and tradesmen	8 18 0	2 „
3	Pensioners - -	14 18 10	3 „
5	Private incomes - - -	56 16 2	11 „
93	£	492 12 9	100 per cent.

RETURN of TRADE LICENSES issued for the Licensing Year, from 1st July 1892 to 30th June 1893.

Nature of License.	Number.	Rate of License per Annum.
		£ s. d.
First class - - -	6	12 0 0
Second class - - -	9	9 0 0
Third class - - -	2	6 0 0
Fourth class - - -	10	3 0 0
Fifth class - - -	24	1 10 0
Sixth class - - -	139	1 0 0
Hucksters - - -	117	0 15 0
	307	—

Liquor Licenses—Country - - - 64 @ 6*l.*

„ Roseau - - - 16 @ 14*l.*

Still Licenses - - - - 9 @ 25*l.*

28th December 1893. G. R. LE HUNTE.

App. E.

No. 16.

List of Public Officers in Dominica.

(Exclusive of Subordinates in Police, Prison, Hospitals, and Bailiffs.)

Office.	Name.	Native of	Date of Appointment.	Salary. £	s.	d.	Religion.
Commissioner:							
Commissioner - -	Le Hunte, G. R. - -	Europe -	7th October 1887 -	600	0	0	Protestant.
Clerk - - - -	Viret, A. P. (acting in Treasury *vice* Lockhart).	Dominica -	15th April 1886 -	70	0	0	„
„ (Acting) - -	Holme, E. - -	Europe -	15th February 1892	50	0	0	„
Legislature:							
Clerk - - -	Pinard, J. A. - - -	Dominica -	2nd December 1881	50	0	0	Roman Catholic
Treasury and Customs:							
Treasurer - - -	Porter, W. H. - -	St. Kitts -	29th July 1889 - -	300	0	0	Protestant.
Government Officer -	Lauder, C. R. - -	Dominica	1st June 1889 - -	160	0	0	„
„ „ -	Lockhart, N. (Acting Commissioner, Tortola).	„	„ „ -	150	0	0	„
„ „ -	Trail, J. W. (Clerk, Treasury).	„	4th July 1891 - -	100	0	0	Wesleyan.
„ „ -	Seignoret, G. B. (Clerk, Treasury).	„	1st January 1893 -	60	0	0	Protestant.
„ „ -	Winston, J. H. - -	„	31st July 1888 -	150	0	0	Roman Catholic.
„ „ -	Robinson, A. - - -	„	„ „ - -	150	0	0	„ „
„ „ -	Green, E. R. - -	„	19th November 1891	150	0	0	„ „
Clerk to Government Officer, Roseau District.	Blanchard, E. P. - -	„	January 1889 - -	70	0	0	„ „
Clerk to Government Officer, Portsmouth District.	Seignoret, W. J. - -	„	1st April 1891 - -	60	0	0	Protestant.
Judicial:							
Registrar and Provost Marshal.	Musgrave, C. - -	Antigua -	7th July 1892 - -	250	0	0	„
Interpreter - -	Pinard, J. A. - -	Dominica -	May 1886 - -	25	0	0	See Legislature.
First Clerk, Registrar's Office.	Seignoret, C. A. - -	„	10th October 1892	70	0	0	Protestant.
Second Clerk, Registrar's Office.	Dupigny, E. G. M. - -	„	1st February 1892 -	60	0	0	„
Magistrate, District E. -	Coull, W. - -	Antigua -	17th August 1882 -	300	0	0	„
„ „ F. -	Roper, W. H. - -	Dominica -	17th April 1893 -	230	0	0	„
„ „ G. -	Garraway, R. F. - -	„	„ „ -	250	0	0	„
Police:							
Inspector of Police -	James, G. F. - - -	Europe -	November 1886 -	200	0	0	„
Prison:							
Gaoler - - -	Skinner, J. - -	„	7th July 1893 -	100	0	0	
Medical:							
Medical Officer of the Public Institutions.	Nicholls, H. A. A. -	„	February 1880 -	300	0	0	„
Medical Officer, District A.	Williams, W. R. - -	„	June 1881 - -	250	0	0	„
„ „ „ B.	Cookman, N. G. - -	„	19th March 1892 -	250	0	0	„
„ „ Windward	Senhouse, S. L. - -	Barbados -	20th October 1892 -	200	0	0	„
Medical Officer, Lasoye District.	Earl, N. S. - -	Europe -	12th July 1892 -	200	0	0	„
Dispenser, Infirmary -	Meltz, A. M. - - -	Dominica -	December 1882 -	60	0	0	Roman Catholic.
Matron „ -	Johnstone, J. - -	„	August 1889 - -	50	0	0	Protestant.
Master, Poor House -	Ludovic, A. -	Martinique	January 1882 -	80	0	0	Roman Catholic.
„ Yaws Hospital -			March 1879 - -				
Education:							
Sub-Inspector of Schools	Roper, W. H. -	Dominica -	17th August 1882 -	70	0	0	See Judicial.
Superintendent, Training School.	Green, H. F. - -	Europe -	1st January 1893 -	150	0	0	Protestant.
Board of Health:							
Secretary - -	Viret, A. P. - -	Dominica	August 1884 - -	30	0	0	See Commissioner.
Quarantine Officer -	Lockhart, N. - - -	„	——	30	0	0	See Treasury.
Post Office:							
Postmaster - -	Fadelle, F. - -	„	17th April 1893 -	100	0	0	Protestant.
Clerk - - - -	Sharpe, G. A. - -	„	1st Jauuary 1893 -	40	0	0	„
Public Market:							
Clerk - - -	Seignoret, C. A. - -	„	10th October 1893	12	0	0	„

Office.	Name.	Nature of	Date of Appointment.	Salary.	Religion.
Public Works:					
Colonial Engineer -	Vacant				
Clerk - - -	Pinard, J. A. - -	Dominica -	4th July 1891 - -	75 0 0	See Legislature.
Botanical Station Curator	Jones, J. - -	Europe -	——	150 0 0	Protestant.
Resident Federal Officer:					
Second Puisne Judge -	Danavall, J. M. - -	St. Kitts -	——	800 0 0	„
„ „ Acting	Beard, C. H. - - -	„	——	—	Roman Catholic.

Abstract.

Native of	Protestant.	Roman Catholic.
Europe - - -	10	—
Barbados - -	1	—
Antigua - -	2	—
St. Kitts - - -	1	—
Dominica - - -	14	6
Martinique - -	—	1
Total - -	28	7

13th December 1893. G. R. LE HUNTE.

No. 17.

List of Magistrates, Dominica.

Name.	District.	Salary.	Residence.	Previous appointments and date of present appointment.	Parishes included in District.	Places where Courts are held.
	E.					
W. Coull - -	From Point Michel in St. Mark (south limit) to Grand Savanna in St. Joseph (north limit).	300*l.*	Roseau.	2nd Clerk, Governor's Office, Antigua, 1878; Magistrate, District E., August 1882.	Roseau, St. George, St. Luke, St. Paul, St. Joseph.	Roseau. St. Joseph (once a fortnight.)
	F.					
W. H. Roper - -	From St. Marie in St. David (north limit) to Souffrière in St. Mark (south limit).	230*l.* and 70*l.* as Sub-Inspector of Schools, total, 300*l.*	Pt. Mulatre on S.E.Coast.	Appointed Sub-Inspector of Schools August 1882; Magistrate, District G. July 1890; transferred to District F. April 1893.	St. David, St. Patrick, N. St. Patrick, S., St. Mark.	Rosalie monthly, Felicité „ Pt. Mulatre, monthly, Geneva, fortnightly, Souffrière, monthly.
	G.					
R. F. Garraway -	From Coulibistrie in St. Peter (south limit) to Hatton Garden in St. David.	250*l.*	Portsmouth.	Postmaster Roseau, June 1881; Acting Magistrate, District G., April 1893.	St. Peter, St. John, St. Andrew.	Colihaut, monthly. Portsmouth, weekly. Wesley, fortnightly.

No. 18.

Memorandum on Weights and Measures, by Mr. Le Hunte.

The inspection of weights and measures is regulated by the Federal Acts, No. 4, of 1872, and No. 1 of 1884.

Under the first-mentioned Act, *an* Inspector of weights and measures is appointed for each Presidency, whose duty is set out in section 13, "to examine all weights, &c., and "to compare them with the standards, and when found correct to stamp them," "and "the fees to be paid to the Inspector for such examination shall be according to the "scale in the schedule."

The scale of fees is given in the schedule "for examining, comparing, and stamping all weights, &c."

Whether it was the intention of the Act or no, this has been held to mean that the Inspector is entitled to the fee every time he inspects and compares a weight or measure, whether it has been inspected and compared before or not.

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The Inspector's fees under the above average here about 80*l.* per annum.

By Act No. 1 of 1884 the Governor in Council is empowered to fix the times and places at which compulsory inspection of weights and measures is to take place, and to make byelaws for regulating the duties of the Inspectors.

It has been held that the byelaws cannot affect the question of fees payable under the principal Act.

Under the first set of byelaws, the following times and places were fixed by the Governor in Council in Dominica twice a year, viz. :—

At the police station at—

St. Joseph, Colihaut, Portsmouth	2nd week in March and July.
Souffriere	4th week in March and July.
Rosalie	1st week in April and October.
Wesley, Vieille Case	2nd week in April and October.

to which was subsequently added—

Fort Young, Roseau, 1st to 15th June, once a year.

It will be seen that Rosalie was the only place between Souffrière and Wesley where the inspection took place, and the people of the Windward side of the island who had to take their weights and measures twice a year very long distances, and pay the fees for the examination on each occasion, complained greatly of it. The complaints from the other parts of the island were more against the constant payment of the fees as the distances were not so great in their case. The matter was finally dealt with by an alteration of the byelaws and the law which recently passed, repealing the former ones, provides that the inspection (compulsory) shall be only once a year, and at every police station in the island.

There is also an amending Act now before the Federal Legislature, empowering the Governor to appoint several Inspectors for any Presidency, which will enable the district Government officers to be appointed, and abolishing the payment of a fee for weights and measures which have already been stamped, and which on examination are found to be correct.

By these two changes the causes of complaint will be removed.

The actual method of inspection is, that when the Inspector has notified the day on which he will attend to examine weights and measures, the traders bring their weights and measures which are examined and compared, and adjusted by the Inspector if incorrect, and, if necessary, stamped by him. Complaints have been made that measures have been stamped over and over again till they were damaged, but the Inspector told me that there was no truth in this. Under the new byelaws he is not to re-stamp a measure if it is once stamped and is subsequently found to be correct.

I attach copies* of the old and new byelaws.

Persons are liable to be prosecuted for not attending with their weights and measures at the time and place appointed.

A test case was tried at Rosalie by me when I was magistrate, Mr. Johnson having refused to send his distillery gauging rod to the police station for examination (it had been examined several times). He was fined, and appealed, but the appeal was disqualified by the Supreme Court.

23rd December 1893. G. R. LE HUNTE.

No. 19.

Memoranda by Mr. Le Hunte on the Law of Land Tenure and on the Surveys of the Island.

Law of Land Tenure, &c.

The tenure of lands in Dominica, as far as law goes, is governed by the same laws relating to real property as in the other islands of the Colony, which is the ordinary English law on the subject.

2. The law of inheritance is regulated by Federal Act, No. 8 of 1872, entitled "An Act to establish one uniform law of inheritance."

As in England, a man can devise his estate, unless, of course, it be a life interest only, to anyone he likes; if he dies intestate, it passes to his heir-at-law.

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* Not printed.

3. Real estate is subject to dower if the marriage took place before 1877. In Dominica, owing probably to the strong French influence on the character and customs of the people, it is commonly the custom for a testator to devise his real estate to his children (subject usually tc the widow's life interest) in undivided shares or interests, creating a joint tenancy.

This leads to an immense amount of petty litigation amongst the peasantry and small proprietors. In my own experience more money is often spent in a year in trespass suits and prosecutions for larceny between the co-owners of small cocoa or lime patches, I cannot call them "estates," than would suffice to pay the taxes three or four times over and keep the belligerents in comfortable circumstances. The only way of settling the family dispute is by a mutual agreement to partition the estate; but to do this it is often necessary to have the boundaries surveyed so that the several parties can obtain their separate titles. The want of a surveyor* here has been for a long time very greatly felt by the public and the Government; and if there were one I have no doubt a great deal of the irritation against the Government which is fermented by the private family land squabbles would disappear. And in many cases the land tax is lost now owing to the fighting between co-owners—none of them being willing to pay for the whole, though each would pay for his own share, if separate.

4. A great deal of land in Dominica is held or cultivated by tenants on the "share system," which I have elsewhere explained, or at least the outlines, for it is not uniform in its details throughout the country. There is not much of this in the other islands, except at Nevis. In St. Kitts it is confined merely to the annual sugar crop in the few cases where it obtains.

In Antigua it is probably not in existence.

5. Labourers' cottages and garden lots are usually held on condition of one or more day's labour being given to the estate by way of rent for the holding.

6. The holder of a Crown grant in fee now receives in exchange a certificate of title, under the Titles by Registration Act, which is indefeasible and which forms the basis of all subsequent transactions. In other cases, the applicant for a certificate of title has to prove his title by deeds of conveyance, &c. in the ordinary way to the judge of the Supreme Court, who directs the issue of the certificate.

Applications for certificates have to be advertised, and any adverse claimant can lodge a "caveat" against the issue of the certificate. In the event of a contest the matter is adjudicated upon by the Supreme Court in the ordinary way.

6th December 1893. G. R. LE HUNTE.

Sir, Dominica, December 23, 1893.

In compliance with your Honour's request, I beg to state, for the information of the Royal Commissioner, that the records kept in my office of titles to land are incomplete, and do not show the actual number of the holders of such titles in the Island.

Up to the year 1886, when the Title by Registration Act was passed, all titles to land were copied verbatim in volumes kept for this purpose in the Registry Office, but as it was not compulsory on the owners of properties to record their titles there were a good many holders of titles who never recorded them, some to avoid the recording fee of 9*d.* per folio, and the stamp duty on the consideration mentioned in the deed, and others thinking there was no necessity for doing so.

The deeds recorded are in a fair state of preservation as far back as the year 1775, but there is no list kept of properties so registered.

In 1886 the Title by Registration Act came into force which provided that all future titles to land under this Act should consist of certificates of title, they being indefeasible.

The procedure to obtain certificates is as follows. On request for certificate being presented to Registrar of Titles, he advertises the request in the Official Gazette and in one or two of the local newspapers, and at the expiration of 14 days from the issue of the first advertisement the Registrar of Titles submits the request and the documents on which the application is based to the judge, who, after being satisfied that the applicant is the owner of such land, makes his fiat for issue of certificate to applicant.

The certificates are printed on parchment and are issued in duplicate by the Registrar of Titles, one being handed to the applicant, and the other retained in the Registrar's office, the certificates so retained being numbered and bound together in books provided

* The late Surveyor-General, Mr. Blanc, who died in February 1893, was unable from ordinary natural causes attending his age to do survey work in the country for some years before his death.

App. E.

for the purpose. In case a registered proprietor wishes to transfer his title to anyone else, he executes a memorandum of transfer in favour of the transferee, and the Registrar of Titles cancels his certificate and issues a new one to transferee.

Certificates of title are also granted by the Registrar of Titles (if applied for) to Crown grantees in lieu of grants free of costs. In order to provide a fund to indemnify any claimants, who may be found by the Court to be damnified by issue of a certificate of title, a sum equal to $\frac{1}{2}d.$ in the pound of the price declared in the request to have been paid for land is charged the proprietor in addition to the ordinary fees and stamp duty paid on certificates.

This fund is called the Assurance Fund, and is kept separate and apart from the other funds and moneys of the Government.

There have been about 150 applications under the Act, about 120 of which have been granted, but there are a good many owners who adopt the old course of recording conveyances, which is allowed under the Act, though such documents are treated in a court of law as mere contracts.

In consequence of the difficulties of survey in this island, and in order to protect Crown and adjoining lands, the judge, on granting a certificate when there is no plan put in, directs that before certificate is issued the following marginal note be endorsed, "This certificate is not conclusive as to extent or boundaries."

At any time before the issue of certificate of title anyone having any claim against property, or on whose land any encroachment has taken place, can enter a caveat forbidding the issue of the certificate of title, and the matter coming before the judge in chambers, he either sustains or discharges the same.

A mortgage may be created and constituted over any land by noting of the same on the certificate of title by Registrar of Titles, and on the mortgage being discharged the Registrar of Titles cancels such noting of mortgage, and with regard to mortgages not brought under the Act, they are recorded in the same manner as conveyances, and may be foreclosed by process in a court of law. There are very few such mortgages recorded.

I have, &c.
(Signed) C. Musgrave,
Registrar.

His Honour the Commissioner,
&c. &c. &c.

Copy of Minute to the Colonial Secretary *re* Survey of Crown Lands.

Hon. Colonial Secretary,

It appears to me that until there is a general plan, showing accurately what Crown lands have been sold up to the present time, there is no guide at all by which one can tell whether persons are trespassing on Crown lands.

Instead of a systematic record, a reference to which would at any moment show whether land is Crown or private property, the Government has to rely on the private note-books and personal knowledge and recollection (both, I may say, very extensive) of one person, the present Surveyor-General and Colonial Engineer. The diagrams of the grants have been recorded in most instances, but there is no attempt to collate them or transfer them to a plan in the Crown Land Office. The ordinary work of a Crown surveyor's office was apparently never performed.

I am informed, moreover, by Mr. Blanc and Mr. Latouche that during Lieutenant-Governor Freeling's administration, the rule of compulsory registration was suspended for about three years, and consequently no dependence can be placed on the records, such as they are, for, on proceedings having been taken in certain cases against persons for trespass on Crown lands, they tell me they produced deeds of which there was no record at all in the office.

With regard to the present, I think that, in the interest both of the Crown against trespassers and in justice to *bona fide* purchasers, means should be taken to have lands applied for surveyed without unnecessary delay. The difficulties to contend with at present are that the Surveyor-General is hardly available for the purpose, and it would be too expensive to specially employ a surveyor from elsewhere. The question will have to be taken in hand if any improvement is desired. As regards the work of the Crown Lands Office, I consider that it is in very good hands. Mr. Latouche has reduced the papers to something like order. He is a most careful superintendent, and if the survey and subsequent steps necessary to the issue of grants were accelerated, there would be no difficulty in working the Crown Land Department.

But the fundamental evil appears to be the want of a reliable record of what is actually Crown land, and it seems to me almost incredible that the matter has been allowed to reach such a point that in Mr. Blanc's absence the sale of Crown lands is practically impossible.

The question of issuing Crown lands to small holders is one on which opinions are divided here as elsewhere; the people of this Island, taking them as a class, have not sufficient capital to utilise large portions of land, and, indeed, at the present time, when the maximum is 20 acres, when a person desires to obtain Crown land he frequently gets others to join him, and the grant issues to them all as joint purchasers; and where the minimum is fixed at any large area, and the grant issued only to one purchaser, the custom of dividing estates in joint tenancy, or tenancy in common, which is, I may say, the rule here, would soon have the effect of subdividing the freehold purchased from the Crown into little spots of cultivation. In my opinion, the people should be encouraged to purchase small holdings from the Crown. At present, as Mr. Latouche points out, they frequently hold them without its knowledge. As efforts are being made to encourage fresh settlers, it would probably be worth while to give free grants of limited area on condition of cultivation of certain products, and larger grants on easy terms. It would probably not be practicable to lease Crown lands—men with money would not take them, and the cost of cultivation and proceedings for the rent from those without would leave small margin of profit.

If the Crown lands are ever sold to any large extent, I think it would be wise to compel the investment of the purchase-money, the interest alone being available for revenue purposes. Even on the diminutive scale of this place, the interest on accumulated proceeds of Crown land sales would have now become a material assistance to us. The result of having utilised capital for meeting convenient calls on income has naturally resulted in the total disappearance of the Crown Land Fund, although no doubt in each case at the time there was the most careful intention not to allow it to be made a precedent.

I have, &c.
(Signed) G. R. Le Hunte,
Pres

December 13, 1888.

Mr. Le Hunte,

Would you kindly add a note explaining how this matter now stands.

R. G. C. H.

December 28, 1893.

The Royal Commissioner,

In 1892 an attempt was made to carry out a collated survey plan of the island, and large maps were ordered from the Crown Agents, and Mr. Blanc, with Mr. Pinard for his assistant, commenced writing up a "Domesday Book." But Mr. Blanc's attention to this work was again interrupted by his having to take up engineering work in or near Roseau and the works at Portsmouth and Melville Hall, and then he became too ill to attend to it at all. When he died, February 1893, his diagrams and survey notes relating to private properties, and which were his own property, were takento Guadaloupe by his widow.

The Governor asked the House of Assembly to grant a sum of 100*l.* to the widow in consideration: 1st, of the death of an officer of long service who had not had the benefit of a pension; and 2nd, of the transfer to the Government of all the private survey notes, &c. in his possession, which she was quite willing to hand over to us.

The House, however, did not vote the grant on the ground that they had refused to do so in other cases of officers dying, and they also thought that the survey notes were really public, not private property; but it is very doubtful if they could be claimed now as such, for unfortunately the Surveyor-General was paid by fees, not by a salary.

It is difficult to estimate the gravity of the present situation, for it practically means a re-survey of a great portion of the Island in order to find out the Crown lands.

Apart from the question of the interest of the Government in the Crown lands, there is that of private parties, who are unable to settle any land disputes or effect a partition of a common estate, which, as I have elsewhere said, is a very common form of devise here. Much real irritation would cease if this much-felt want could be supplied; and, as I have also said, in many cases we should get a tax paid by present joint owners of an estate if they could get their several portions surveyed and get a certificate of title for them, but instead we lose the tax because the co-owners are squabbling, and so no one will pay.

App. E.

I do not think that a further proof of the absolute necessity of a surveyor here can be adduced than the fact which has also already been mentioned, that the judge of the Supreme Court, in granting certificates of title which are indefeasible by law, has had to add the endorsation that they are "not conclusive as to extent or boundaries." It is a very serious thing that these go out into the hands of business men abroad, who own or are interested in estates here.

I would again very strongly urge the appointment of a proper surveyor, and the establishment of a land office under him; and all matters affecting either Crown or private land should pass through that office.* It would not interfere with the registry of title under the Supreme Court.

Mr. Blanc's note-books should also be purchased. There is no superintendent of Crown lands now. When I came here it was in Mr. La Touche's hands. After he left, his successor, Mr. Edwin Baynes, now in Antigua, was superintendent. After Mr. Baynes left, the Governor put Mr. Blanc in charge, 1892, but since Mr. Blanc's death there has been no official head of the Crown Lands Office, all applications respecting them have been forwarded to Antigua.

The Crown lands have always been dealt with directly by the Governor. Lord Gormanston and Mr. Gatty, then Attorney-General, took great trouble in getting the records in order, and dealing with outstanding cases.

28th December 1893. G. R. Le Hunte.

Surveyor-Generals of Dominica since 1850.

1849. W. B. Lynch, Assistant Surveyor-General.
1853. J. Finlay, Surveyor-General.
,, P. Letang, Assistant Surveyor-General.
1855 to 1862. J. Fitzpatrick, Surveyor-General.
1862. P. Letang, Surveyor-General.
1864. G. B. Blanc, Surveyor-General. He was away in Antigua and Nevis on engineering work in 1887 when I arrived, and after his return he did very little survey work; but some surveys were made up to 1890, when he had to give it up from failing health. But, practically, I am right in saying that the bulk of the people requiring surveys have not been able to get them for at least five years, and I think I am understating it.

There was a licensed surveyor, J. F. Allen, working for private parties from 1884 to 1886. His diagrams for certificates of title were subject to the revision and certificates of the Surveyor-General, Mr. Blanc, and as the Surveyor-General's fee was payable in addition to the surveyor's charge people did not employ the latter.

G. R. Le H.

No. 20.

Memorandum by Treasurer of the Dates at which the several Taxes, Licenses, &c. fall due.

Land tax	- -	1st instalment, April 1st to May 15.*
,,	- -	2nd ,, October 1st to November 15th.
Road tax	- -	1st contribution, February 1st to 28th.*
,,	- -	2nd ,, September 1st to 30th.*
Income tax	- -	April 1st.
Water ,,	- -	February 1st. (By a custom which has obtained for a number of years the tax is paid in March instead.)
Auctioneer License	-	Expires on 31st December.
*Boat ,,	-	February 1st. Expires 31st December.
Dog ,,	-	January 1st. ,, ,,
Gunpowder ,,	-	Annual, from date of issue.
*Horse ,,	-	January 1st. Expires 31st December.

* The dates given above for closing the collection of land and road taxes were fixed by orders to the Government officers so as to avoid the confusion which delay in returning defaulters caused at first, when the lists for one period were not sent in till the second period had become due; but practically the lists are not closed till end of May and November.

12th December 1893. G. R. Le Hunte.

Liquor and still License -	January 1st.	Expires 31st December.	
Porter „ -	February 1st.	„	„
Trade „ -	„	„	„

Licenses issued during the year are charged pro rata from the 1st day of the current quarter to the 31st December.

Water rates - - 1st January and 1st July.

W. H. PORTER.

No. 21.

Notes by Mr. Le Hunte for the Information of intending Settlers in Dominica.

1. Good land already cleared is obtainable in small quantities, but in most cases it consists of small, half abandoned estates, formerly cultivated in cane; the price varies from 10*s.* to 30*s.* per acre, and a considerable outlay would be required to restore such an estate to its proper condition.

In many cases there is great difficulty in readily obtaining a certificate of title.

All the level lands and valleys on the southern, western, and northern coasts are rich and particularly suitable for the cultivation of bananas, cocoa, limes, Liberian coffee, oranges, nutmegs, cinnamon, black pepper, arrowroot, and other staple produce.

The slopes of the mountains on their lower ranges are also suitable for the growth of cocoa, Liberian coffee, kola nuts, nutmegs, and oranges, and the higher mountain slopes are a perfection of land for the cultivation of Arabian coffee.

Very good land can be found also in the valleys and backlands on the eastern and windward side.

The amount of land that can be cleared and planted in a year depends almost entirely upon the condition of the land, and the quantity of labour employed; to give an approximate estimate, say 20 labourers would clear and plant 20 to 30 acres of forest land in a year, at a cost of 3*l.* to 4*l.* per acre; 20 labourers would plant and keep clean 50 acres of land already cleared at a cost of about 150*l.*

Bush land can be cleared for banana cultivation at 25*s.* per acre; it can be planted out with bananas and pineapples at 3*l.* to 4*l.* per acre. The first year's produce of bananas can fairly be calculated at 300 bunches, and pineapples at 2,000.

The following year the return of bananas may safely be calculated at 400 bunches, and the pineapples at the same, 2,000.

Should it be desired to plant for permanent produce, instead of pineapples cocoa trees can be planted amongst the bananas at a cost of 3*s.* per acre; they will commence to yield in their third year, and will be in full bearing in their sixth year.

In the meantime a good return from the bananas can be calculated upon for about four years, after which they will have to be removed to allow the cocoa to expand.

If limes, or Liberian coffee, are chosen instead of cocoa to be planted amongst the bananas the first cost will be the same, and they will bear about the same time.

The cost of keeping the cultivation in order will be about 2*l.* per acre annually until the permanent crops are in full bearing, when the expenses of maintenance will be much reduced as the trees will then cover the ground.

Bananas can also be planted and depended upon as a remunerative crop on the lands intended to be devoted to oranges and spices; but when it is intended to grow arrowroot the land must be devoted exclusively to this product.

On lands specially selected for pineapples, 2,000 can be grown to the acre, and the cost of cultivation and maintenance will be 8*l.* 13*s.* annually.

With cocoa cultivation a return of 100 lbs. per acre may be calculated upon at the third year, increasing annually up to 400 lbs. per acre the sixth year; the cost of the best kind of cocoa shed for drying and curing, 20*l.*–25*l.*

With lime cultivation, calculating at 200 trees per acre, each tree would give when in full bearing one barrel; a barrel of limes yields eight gallons of juice, 10 gallons of raw juice, and one gallon of concentrated juice, and about 4 per cent of essential oil.

In the cultivation of Liberian coffee each tree will produce one bushel of berries at 300 trees to the acre. One great advantage of the Liberian coffee cultivation on suitable land is, that the crop continues for many months in the year, and makes no sudden demand for large and unusual labour gangs at special periods. The produce is also more easily handled and got ready for the market than either cocoa or limes.

On a large portion of the land planted out "catch crops," such as Indian corn, mush mallow, cassava, and other things may be grown which will pay a considerable proportion of the initiative expenses.

It must also be borne in mind that the wood cut from the land that is cleared has a value as firewood for exportation to Barbados and elsewhere, about sufficient to pay the cost of clearing woodland and heavy bush.

Limes, oranges, and cocoa are all readily raised from seed which can be purchased locally.

Plants can be obtained from the Botanical Station in Roseau :

	s.	*d.*	
Orange plants - - -	2	0	per 100.
Cocoa „ - - -	2	0	„
Limes „ - - -	1	6	„
Banana shoots, about - -	4	0	„

In this case the plants would be from selected varieties grown under professional supervision.

Market can always be found for cocoa, lime juice, and oranges. We hope shortly to secure permanent regular steam communication with America for the fruit trade, especially in bananas, for which there is increasing demand in the States.

Labour can usually be obtained, but it is not of the best kind. Ordinary labourers' wages are for men 1*s.*, women 9*d.*, and children 6*d.* per day ; carpenters, masons, &c., 2*s.* 6*d.* per day ; a working week is five days ; rangers' wages 1*s.* 6*d.* per day.

Land is not rented from the Crown at present with option of purchase, but possibly such an arrangement could be made.

The upset price of Crown land is 10*s.* per acre, and if Crown land be purchased to the value of 50*l.*, the money can be paid in instalments extending over four years.

Survey fees, 30 acres and under, 5*l.*
„ over 30 acres and under 60 acres, 10*l.*
„ over 60 acres, 5*s.* per acre.

Fees for grant and registration, 1*l.* 7*s*

The Government are not desirous of selling Crown land in small blocks.

Land tax, 2 per cent. on the assessed value of the land (usually from 50 to 75 per cent. of actual value).

With capital of less than 2,000*l.* it would not be advisable to take up more than 200 acres, but if possible the land should be selected in a locality where further extension might be made in course of time as resources allow.

If a new comer did not object to possible discomfort he could easily manage to board in the vicinity of the land he takes up.

There is a fair boarding-house in town, charge 8*s.* 4*d.* per day, the rate of private boarding in town is about 5*s.* per day, in the country less.

A four-roomed bungalow of imported timber would cost, say, 150*l.*, plus carriage, depending on locality.

A house built of country timber in a forest locality would cost about 120*l.* ; local carpenters (not very good) are obtainable.

Supplies of food and clothing can be purchased locally. The best articles for clothing are good flannel and light serge or tweeds.

There is also a fortnightly parcel post from England.

A good strong umbrella and a strong but light waterproof are necessities, also a good *pony* saddle well stuffed, and a thick saddle cloth ; the ponies here are small but strong, but rather apt to get sore backs.

Maize is grown in small quantities in some parts of the Island ; oats, &c. are imported.

The Government is endeavouring to improve the communication between the various parts of the Island by the erection of bridges and reforming roads.

Arrangements are being made for a steamer being provided for the purpose of continuous steam communication round the Island.

There is a weekly communication between the towns of Roseau and Portsmouth, and during the sugar crops cargo steamers call at various places on both the Windward and Leeward sides of the Island.

The climate of the Island is very good for the tropics, the temperature very equable throughout the year, mean temperature ranges at 9 a.m. 80°, night 75°. The rainfall varies with the locality, total rainfall for 1891 was 80·89.

Owing to the porous nature of the soil and other favourable circumstances, there is a very remarkable absence of damp, and articles which usually deteriorate rapidly in other places from the effects of damp are but little effected here.

There is also an unusual freedom from the annoyance of flies, mosquitoes, and other common insect pests.

The small termite, known locally as the "wood ant," is a serious nuisance, as the damage it causes to wooden buildings is often difficult to discover, and even when found to prevent or resist; a sufficient margin must therefore be calculated for repairs and upkeep of buildings on an estate.

G. R. LE HUNTE.

No. 22.

MEMORANDUM by Government Officer, J. H. WINSTON, Portsmouth District, to His Excellency SIR ROBERT G. C. HAMILTON, K.C.B., Royal Commissioner.

Subject:

EMIGRATION, LAND and HOUSE TAX, ROAD TAX, INDIRECT TAXATION, and CULTIVATION of COCOA, LIMES, and other minor industries.

Revenue Office, Portsmouth,
December 16, 1893.

A great deal of political agitation has been noised about for the past few years, and up to the present time, relative to the incidence of taxation and its weighty burthens, as seriously affecting a certain class of people, who are being crushed to such an extent as to cause them to leave this island, thereby creating an enormous depletion in an already sparse population. This is totally at variance with truth, as the following facts (and they are stubborn ones) will prove.

These people migrate to the gold fields of Venezuela, and French Guiana, Cayenne. The "gold fever" from Venezuela first infected the town of Roseau about 25 or 26 years ago, and, since, persons principally artizans and other tradesmen left for the gold mines of that country. A year or two after some of these people returned to this land, clad in fine clothes; gold watches and chains hung on their vests with other trinkets attached, gold rings upon their fingers, fine boots, hats and umbrellas, and crowning all was the leathern satchel slung across their shoulders representing a well stocked bag of cash "like Jack's proverbial bag," and like this historical bag the wolves and hyenas settled upon it and made a quick finish of it. These returned miners carried on and lived a life of the greatest debauchery and dissipation for a short time, sold off their gold watches and other trinkets, and again left for the mines; meanwhile, such tales were spread throughout the country of the fabulous fortunes that could be realized at the mines, that the stories of the "Arabian Nights" were completely put into the shade.

At that time the sugar industry began to show unmistakeable signs of complete failure, and instead of a small peasant proprietary class turning their attention to other industries, they sold off their stock and betook themselves to the mines, to go and return to their native land, and do just as the other returned miners did, totally abandoning their lands. By the pernicious example set by these returned miners, the "great exodus" we hear of took place, and which unfortunately continues up to the present moment. Our people, hitherto a non-migrating class, began to imbibe nomadic habits, their sole ambition being to return to their country with a gold watch and chain, fine clothes, and a well stocked bag, to do as the rest did. Like the exception to every rule, we have very few instances where these people settle down and do good.

It is therefore unreasonable and absurd that it should be said, that, from the pressure of the land and house tax, the people were leaving the country in crowds, when many, many years before its inception such a state of things existed.

The LAND and HOUSE TAX.

There can be no doubt upon this subject, that this tax requires in a great measure some revision and re-adjustment from knowledge of competent commissioners and assessors; unfortunately some demagogues have stepped upon the scene, and with their bad advice have succeeded in their wicked designs, by inducing these ignorant people to resist and disobey the mandates of law and order before the necessary re-adjustment could take place.

The road tax ever since its inception has been an unpopular tax, but the people nevertheless pay it, always, however, with a groan. This goes to prove that they are not at all suited to "direct taxation."

DIRECT and INDIRECT TAXATION.

The people cannot be made to understand the difference between direct and indirect, and where they would grumble and resist a halfpenny of direct taxation they would, and

App. E.

could, pay pounds of indirect taxation. I would suggest that a clever and well-devised measure be substituted for the land and house tax, by making a thorough investigation into the statistical items of exports, and, upon a sliding scale, let all be taxed and suitably so, to cover the amount that could be collected upon valuation of the country.

Cultivation of Cocoa and Limes, and other minor industries.

Much disappointment has been experienced in the cultivation of these commodities, owing to the belief that the land being so fertile and productive that whatever is sown in it must grow, and give, as a result, without the aid of creole or artificial manure, most abundant returns. It is only but recently that the mistake has been discovered by one "bigger man," who all along cultivated under this erroneous belief. Had this system of cultivation been carried on in former years by that class of people the "smaller men" would have followed the example, and a more satisfactory state of things would decidedly have been the actual result at this period. The land of this island is most fertile and productive as a fact, but fertility and productiveness in certain localities should always be aided by creole and artificial manure.

J. H. WINSTON.

No. 23.

List of Dates on which Meetings of the Executive Council have been held in Dominica from 1890 to 1893.

Year.	Date.	Year.	Date.
1890 - - -	5th March.	1893 - - -	18th April.
	13th March.		6th May.
	6th May.		15th May.
	9th June.		24th May.
	24th June.		29th June.
	8th December.		30th June.
			26th July.
			30th August.
*1891 - - - -	2nd March.		11th September.
	3rd March.		26th September.
	1st August.		4th October.
			9th October.
			24th October.
1892 - - -	28th October.		31st October.

* The Hon. W. McIntyre died in February 1891, after which the only two resident members in the Island left were the Commissioner and the Hon. W. Stedman.
The Hon. L. A. Giraud was appointed in February 1893.

2nd December 1893.

G. R. Le HUNTE.

PART II.

CORRESPONDENCE

RELATING TO

SIR ROBERT HAMILTON'S REPORT.

No. 1.

COLONIAL OFFICE to SIR ROBERT HAMILTON.

SIR, Downing Street, March 21, 1894.

I HAVE the honour to acknowledge the receipt of your letter of the 12th instant,* forwarding the Report of your inquiry into the condition and affairs of the Island of Dominica under the Royal Commission of the 22nd of September 1893.

2. I have great pleasure in conveying to you the thanks of Her Majesty's Government for your valuable report, and for having carried out the duties entrusted to you with such marked zeal and ability.

I am, &c.
(Signed) EDWARD WINGFIELD.

No. 2.

The MARQUESS OF RIPON to SIR W. F. HAYNES SMITH.
[*Answered by No.* 3.]

SIR, Downing Street, March 21, 1894.

I HAVE the honour to transmit to you a copy of the Report by Sir R. G. C. Hamilton, K.C.B., of his recent inquiry into the condition and affairs of the Island of Dominica.

2. I shall be glad to be favoured, at your earliest convenience, with any observations that you may have to submit in connexion with this Report.

I have, &c.
(Signed) RIPON.

P.S.—The Report has not yet been presented to Parliament.

No. 3.

SIR W. F. HAYNES SMITH to the MARQUESS OF RIPON.
(Received May 17, 1894.)
[*Continued by Nos.* 4, 5, *and* 6.]
[*Answered by No.* 7.]

Government House, Antigua,
MY LORD, April 23, 1894.

I HAVE the honour to acknowledge the receipt of your Lordship's Despatch, of the 21st March last,† transmitting to me a copy of the report of Sir R. G. C. Hamilton, K.C.B., of his recent inquiry into the condition and affairs of the Island of Dominica.

2. I desire to offer to your Lordship my sincere thanks for the opportunity of submitting my observations in connection with this report, and I do so more gladly because I fear the General Government have been placed at a disadvantage, as there has been no opportunity of placing before the Royal Commissioner the evidence of any of the Federal Officers, or of drawing attention to the difficulties of administration which have been experienced by the different forms of government during a long series of years.

* Not printed. † No. 2.

3. In January 1888, when I assumed the administration of the government of the Colony of the Leeward Islands, Dominica was in a very difficult position. The revenue had been dropping year by year and there was no prospect of improvement. In 1885 a committee of the House of Assembly had been appointed at the instance of the Elective Members, consisting of the Acting Treasurer, one Nominated Member, and three of the Elective Members of the Legislative Assembly, Mr. Pemberton, Mr. Rumsey Lockhart, and Mr. D. O. Riviere, "to enquire and report upon the financial position of the "Residency, its prospects of meeting its liabilities in future without having recourse to "loans or increased taxation, and to suggest any scheme or schemes of immediate or "prospective retrenchment as will meet the exigencies of the case."

4. The committee submitted their report, of which a copy is annexed,* and it was unanimously adopted by the House. They stated that their attention was quickly drawn to the notable shrinkage of all the sources of public revenue since 1883. They recommended that the offices of the President and Treasurer should be amalgamated, that the number of magistrates and medical men should be reduced, and that there should be other reductions in the staff. Most of the reductions asked for by the Elective Members of the House had been carried out when vacancies had arisen, and the staff had been cut down to the lowest point.

5. The recommendations of the committee for the collection and increase of the revenue had also been carried out, and an additional percentage had been added to the tariff of import duties, but the revenue, which was 20,461*l.* in 1880, had fallen in 1887 to 15,722*l.*

6. The situation had therefore been carefully considered by the Elective Members of the Assembly, and they are with one exception the same gentlemen who now represent the constituencies. The elected members had considered each head of revenue and expenditure and had made their recommendations as to each matter of detail, and their recommendations had been accepted and carried out by the Government under the directions of the Secretary of State, and had been worked out carefully for two years. The position of the Island, however, at the end of 1887, was that it had been sinking each year with a falling revenue, and there was no prospect of amelioration.

7. The inhabitants of the Island for the most part only spoke and understood a French patois. They were illiterate and the great majority could neither read nor write; the country clergy were foreign priests; the sugar cultivation was dying out; the bridle roads were in bad order. In large portions of the Island there were no means of bringing produce to a market. The public buildings and institutions were all in bad repair, and no public work, except the Roseau Waterworks, had been carried out in the Island within memory.

8. In these circumstances I was instructed by the Secretary of State to endeavour to abolish the export duties, the additional percentages on the customs tariff, and to raise a sufficient revenue.

9. Dominica is situated between two French Islands which have many features of similarity and which are both prosperous. Dominica is strikingly fertile and had two exceptional opportunities for becoming alike prosperous, once when the lands were taken up by the French settlers, and again after the Island was ceded to the English, when the whole Island was carefully surveyed at great expense and laid out by Commissioners appointed from England and the lands sold. There was then every element of success; the lands had been purchased and were in the hands of persons who had paid for them and obtained an indisputable title. The land was some of the most fertile in the tropical world, and there is no trace of there being any want of capital. The question which pressed itself on me was, why was it that all these very exceptional advantages proved of no use for the development of the Island, and that its history was one of continued decadence and strife? It was not the abolition of slavery, as is shown by the exports before and after, and as regards sugar I attach a diagram* showing how little the abolition of slavery affected the output of the sugar industry. It was not the coffee disease, as is pointed out by the Royal Commissioner in the note to page 13. Various forms of government had been tried. Dominica had been grouped with the Windward Islands, it had been grouped with the Leeward Islands, and it had been placed alone under a separate Governor. It was for a long period under a Lieutenant-Governor. It had been under a Representative Legislature with two Chambers, and under a Legislature with one Chamber.

* Not printed.

10. The story that when Columbus was asked to describe the Island he crumpled a sheet of paper and threw it on the table indicates the rugged nature of the ravines and mountains of Dominica, and the difficulty of communication, and I think no one who has studied the history of Dominica can avoid the conclusion that the cause of the wiping out of the French settlers, and subsequently of the English settlers, was because no attempt had been made to open the country and overcome these difficulties and make the land accessible, so as to enable the cultivators to bring the produce of the land to shipment or a market at a reasonable cost. The land, however fertile, proved of no use, and was abandoned because the produce could not be realized.

11. Dominica, so far as I am aware, is the only portion of the Empire where the price or value of the land was withdrawn from a Colony and no means of communication established in the country. To compare this small Island with the larger colonies, if the price of Crown Lands had been withdrawn from the Australian Colonies or Canada, and the lands not opened out, their history would have been different.

12. Impressed with these views when meeting the Assembly I accordingly urged the essential need which existed for altering these conditions in order to bring the land to use, which is the great asset of the Island, and open it out to cultivators.

13. A committee of the Elective Section of the Assembly was appointed to act with me in considering a revision of the system of taxation, and the results, which were unanimously arrived at by the Elective Section, as well as by the Government, are embodied in the fifteen Acts of the year 1888 numbered from 8 to 21 inclusive.

14. This body of legislation covered a wide area and was approved by the Secretary of State. The principal alterations which the Royal Commissioner recommends are that properties under 40*l.* should be exempted from the Land and House Tax, and that an export license should be imposed; that certain exemptions should be expunged as regards licenses for horses, and that the boat licenses on the Windward Coast of the Island should be reduced from 5*d.* to 2*d.* a foot.

15. Although the new laws had been passed the work remained of enforcing them. The revenue had been received rather than collected, and strenuous efforts had to be made to ensure its proper collection. The persons liable to the Road Tax evaded payment.

The quantities of spirit paying excise duties had year by year grown less and smuggling was very prevalent. The following are the returns for the Road Tax and Excise :—

Year.	Road Tax.	Excise.	Liquor and Still Licenses.
	£ s. d.	£ s. d.	£ s. d.
1882	1,811 16 5½	2,517 18 6	438 8 4
1883	946 15 0	2,665 13 3	627 6 8
1884	596 7 0	2,328 17 7	540 5 0
1885	506 12 3	2,012 7 8	459 16 8
1886	414 17 1	2,234 14 9	389 18 4
1887	406 6 10½	1,861 9 1½	403 16 8

16. The Royal Commissioners appointed in 1884 to enquire into the condition of the West India Islands drew special attention to this matter. In Part III., paragraph No. 264,* they say that nothing has been done "to secure that uniform collection of the "revenue which is so important a province of administration, but one which has hitherto "received but little attention in these Islands (*i.e.*, the Leeward Islands) generally."

17. Illicit trade in evasion of the customs duties obtained to a much larger extent than was realised. The records show that it had been carried on since the cession of the Island to the English, and the evil of it operated in many ways. Those engaged in illicit trade with the French Islands made a profit both ways, and the difficulty of communication between the Windward side of the Island and the two towns on the Leeward Coast made the procuring of supplies through legitimate channels expensive on account of the cost of transport.

18. The Colonial Government endeavoured to deal both with the collection of the revenue and the suppression of smuggling. The provisions of the Road Tax Law were enforced and at first there was much friction and opposition. Every endeavour was made to act with consideration, but difficult cases arose. One which excited much commiseration at the time was the case of an old man arrested for the tax in respect of his land, who was ill and crippled and pleaded his condition. I could not, however,

* [C. 3840.-II.] April 1884.

interfere because it was brought to my notice that he had over a thousand dollars in the Savings Bank. Gradually the lists are being perfected, a task involving much labour as most of the people have several names, but with a regular and systematic collection the opposition has abated, and I see Mr. William Davies states in his evidence that there is now no discontent as regards the Road Tax. Each year the collection has been improved as the returns show.

Year.	Road Tax Collections.
	£ s. d.
1888	565 12 10½
1889	909 4 7
1890	1,299 6 2
1891	1,331 11 7
1892	1,520 14 10
1893	1,609 9 7

A careful analysis of the returns discloses, however, that there is an additional sum of about 400*l.* annually still to be collected under this head.

19. There were the same difficulties as regards the excise. The view constantly expressed by the Elective Members, and by some of the officers, was that the difficulties of communication and the proximity of the French Islands made it of little use to endeavour to check illicit trade. It has also been constantly urged in the Assembly that the illicit trade was trifling, and that no conclusions could be drawn from other parts of the West Indies which afforded any guide for Dominica. This view is, I believe, quite erroneous. The Colonial Government obtained the fullest information which could be procured tending to show the actual consumption of spirits in the Island, and at the end of 1888 I was convinced that the average Dominican drank at least the average quantity of spirits, consumed more than the usual average amount of tobacco, and used the average amount of cotton fabrics—the three items which are the main sources of revenue in most of the West Indian Colonies. In that year, in a minute to the Commissioner, I stated that the revenue from excise on the existing consumption ought to be 5,000*l.* The officials then thought it an impossible sum to collect from excise but the returns are as follows:—

Year.	Number of Gallons paying Duty.	Excise Duty.	Liquor and Still Licenses.
		£ s. d.	£ s. d.
1888	17,208	2,256 17 0	512 5 0
1889	30,034	3,407 4 7	690 13 0
1890	28,329	3,187 0 8	722 19 0
1891	31,279	3,518 18 8	719 10 0
1892	28,565	4,126 13 5	575 4 0
1893	32,807	4,921 1 1	808 10 0

These returns prove that the Dominican drinks the average quantity of spirits consumed in the poorer West Indian Islands, for to the quantity included in the returns has to be added the quantity which is smuggled into the Island.

20. The prevalence of smuggling throughout the Colony is a subject on which I have addressed your Lordship on several occasions, and the task of preventing it has been a more difficult one than dealing with the collection of the internal revenue. Smuggling cannot be put down except by an organised system of check, but I believe this can be done at a moderate outlay, and I have submitted proposals for a complete and thoroughly effective system at reasonable cost. The question has just been successfully worked out in St. Kitts-Nevis, where the Islands are in close proximity to four foreign islands belonging to the French, Dutch, and Danes. Your Lordship kindly obtained for the Colonial Government the assistance of an officer of the Imperial Coastguard Service, and with the cordial aid of the local Legislative Council smuggling has been stopped in that Presidency. One trader has voluntarily given the Treasurer a written statement that his sales of spirits had increased 75 per cent., and the Coastguard Officer reported last week that some of the retail dealers have voluntarily informed him that their sales have nearly doubled. The different foreign authorities have been most courteous, and from the information obtained, and the facts collected by the Government, it appears that a sum of fully. 10,000*l.* per annum has been lost to the revenue of the Colony. The returns for St. Kitts-Nevis show the

immediate effect of stopping smuggling, and the loss to the revenue of Dominica from smuggling is not less than 3,000*l.* per annum.

21. Taking the item of tobacco, the evidence is that the average quantity of tobacco consumed per head of the population is not less than 1¾lbs. annually. The evidence is similar to that on which the conclusions were based as to the quantity of spirits consumed and which have been proved correct. I believe the loss on this item alone is about 1,200*l.* per annum. Sir Robert Hamilton noticed the apparently large quantity of tobacco used but estimated the loss at only 600*l.* The estimate of the larger amount is based on the information from foreign islands, the returns over a long series of years, and the experience gained during the periods when smuggling has been checked, for instance, during the prevalence of small-pox at Martinique, when the Dominica people were afraid to communicate with that Island.

22. While the Colonial Government have been thus endeavouring to ensure the collection of the revenue in Dominica, a course which naturally gave rise to some friction and irritation, the increased land and house tax had also to be collected, and being a direct tax was resented. The Government were at a disadvantage, too, in the matter, because I think the people made it a ground for reducing, or for delay in the payment of, their Church dues, thus apparently bringing the Government into collision with the interests of the Church.

23. The nature of the country and the habits of the people make it a task of great difficulty to compile a complete and accurate assessment roll of the lands and houses of the Island, especially as there were not the means for employing an adequate staff. Lands were transferred by the people amongst each other without any proper deed or title, and the subdivision of holdings on the death of parents amongst all the children, without any official record of the division, occasioned mistakes. The late Surveyor General, the Registrar and the Government officers acting with the Commissioner devoted much time to this subject, and the Roll was improved, but to complete with accuracy what is practically a Domesday Book of the Island must be a work of time.

24. The principal difficulties were with the small properties, and in 1892 I asked that the tax on all properties under 5*l.* in value should be remitted, and this was agreed to and carried out. Sir Robert Hamilton says that my remark to your Lordship in my Despatch of the 29th May last*, that the tax had been remitted in 3,897 cases is the strongest condemnation of the system, but the papers show that these exemptions were given as regards all properties under the limit named of 5*l.* Sir Robert Hamilton recommends that the limit taken for exemption should be 20*l.*, and that the tax on landed properties between 20*l.* and 40*l.* should be reduced to one per cent.

25. The valuation of the properties differs in some respects as regards locality and other circumstances. A statement as to the particular cases referred to, as given by Mr. Rankin, shall be forwarded at an early date. As I have mentioned in my Despatch before referred to, the valuation of the larger properties is too low. This, however cannot be altered unless the valuation is made by an official Board with an appeal to a judge, and if this were done the exemptions recommended by Sir Robert Hamilton could be afforded without loss to the Revenue and without injustice.

26. In this connection I would ask your Lordship's permission to allude to the references in the report with respect to the sad occurrences at La Plaine. In the foot-note at page 8 the remarks of the Reverend Father Coutourier are quoted to the effect that the feeling in the district was that there had been no inquiry as to these occurrences; but I would point out that there was the usual inquiry before the Coroner and a local jury which is provided for such cases, and that the local jury, after hearing the evidence, arrived at a verdict which your Lordship considered to be just. The occurrences no doubt as regards the actual collision were connected with the collection of the house-tax, but the ill-feeling against the local officer was first occasioned by his interference with the smuggling.

27. The taxes levied in the Island are, I believe, sufficient for all purposes, but although there has been every endeavour to collect them they have not yielded sufficient to meet the increased expenditure, because the Government have not as yet been able to put down smuggling. The tariff of Customs Duties has been made uniform throughout the Leeward Islands, and I have explained at length the reasons for concluding that if the Customs dues could be collected on the actual consumption in Dominica the Revenue from this source would immediately yield on goods other than alcoholic liquors 8,800*l.*,

* Not printed.

and on alcoholic liquors 1,200*l.*, and a larger amount as the check became more perfect. These sums are considerably below the averages yielded by the articles in general use in the other islands on the same tariff, but would be sufficient to cover the increased annual yearly expenditure and provide for the charges for loan for necessary improvements. As regards the expenditure, each addition or charge on the official staff has been asked for by the Elective Members of the House. After the amalgamation of the offices of President and Treasurer had been carried out they asked that the offices might be again separated. The President or Commissioner was then appointed to perform the duties of magistrate also, but on the second application of the Elective Members your Lordship sanctioned a separate appointment being made. The number of magistrates and doctors have also been increased at their repeated requests.

28. The question of the medical and poor relief has received much consideration. The Commissioner is chairman of the Board of Guardians, and Dr. Nicholls is the medical officer, and they have given most careful attention to keep the expenditure on this head within the Estimates. Medical advice, medicines and hospital accommodation are provided for the poor free of charge, as in the other parts of the Colony, and there is a constant tendency and pressure to increase the expenditure. It has been a matter of frequent communication, and I have specially consulted with the Board as to the best means of checking the expenditure, with the result that it has been lessened.

29. The floating debt of the Island is the amount of the deficit on the yearly working of the Island over a long series of years, together with the amounts expended in anticipation of the raising of the contemplated loan. In 1888 the Secretary of State pointed out that, judging from past experience, the yearly deficit would be a considerable sum, and although in the revision of the system of taxation of that year sufficient taxes were imposed these deficits have continued, because, as I have shown, as regards the internal Revenue it has required several years to enable the Government to improve the collections, and even those results have only been obtained by sheer hard work and persistent attention to details, while the system for reducing the short collections on the external trade and for stopping the smuggling had still to be carried out in Dominica although it has been made effective in St. Kitts-Nevis.

30. These deficits have each year been brought before the House of Assembly, and the Supplementary Appropriation Acts dealing with each item of the whole of these amounts have been duly passed with the general assent of both sides of the House. The ordinary expenditure has been carefully kept down, and any increase in staff which has been made has been made, as before mentioned, at the request of the Elective Section of the House or on petition, with their support, as in the case of the Doctors.

31. The amounts expended in anticipation of the contemplated loan are specified in the annexed balance-sheet of the accounts of the Presidency on the 31st December last. When it was proposed to raise a certain loan for the different islands of the Colony, including a further loan for Dominica, I asked for time to endeavour to ascertain whether the Local and General Legislative bodies would not agree to raise one consolidated loan for the Colony. The proposal submitted was that each Local Legislature should pass the Act for the creation of Inscribed Stock to take advantage of the provisions of the Imperial Statute, and that when the amount required for each Presidency was determined a Bill should be submitted to the General Legislative Council to authorise the issue of Inscribed Stock for the Colony of the Leeward Islands as a whole for the total amount required.

32. This course was adopted, and the Act, of which the model was furnished by the Crown Agents, authorising the creation of the Inscribed Stock was passed by each Local Legislature, including the Local Legislature of Dominica. The Acts authorising the issue of particular amounts were also passed by the Local Legislatures of Antigua, St. Kitts-Nevis and Monserrat, and the Act was introduced into the House of Assembly at Dominica. The Bill remained in abeyance in Dominica because after bringing the matter before the House of Assembly I asked your Lordship's permission to propose the raising of a loan for 100,000*l.*, for the purposes stated in my Despatch of the 14th of December 1892.*

33. Your Lordship intimated in Despatch of the 17th January 1893*, that your Lordship could not sanction a loan for so large a sum but only a loan for two particular portions of the work suggested in addition to what had been previously authorised, and I

* Not printed.

had arranged to go down to Dominica to ask the House to complete the Bill to the extent sanctioned when I was called there by the occurrences which had taken place in the La Plaine district.

34. These occurrences and the action taken on them by the Elective Members led to a postponement of the Bill, but I again brought it before the House when the annual Estimates were passed. The inquiry by the Royal Commissioner was then expected to commence shortly, and at the request of the Elective Members the consideration of the Bill for a loan of 35,000*l.* was postponed.

35. While the arrangements were pending for ascertaining whether the General Legislative Council would agree to the issue of Leeward Islands Inscribed Stock for a consolidated loan, the Crown Agents, with the sanction of your Lordship, assisted the Colony by arranging for the advances necessary for defraying the cost of the Public Works which were being carried out in the different Presidencies.

36. The amount of the cost of the different Public Works chargeable to the contemplated loan in Dominica is placed in the summary of the Assets and Liabilities of the Island under the heading "Commissioners of Public Works", which it seems is a heading continued from former times; but the items are given in greater detail in the annexed balance-sheet under seven headings: namely, Portsmouth Water Works, 205*l.*; Drainage, 514*l.* 14*s.* 4*d.*; and Jetty, 22*l.* 8*s.* 11*d.*; the Indian River Bridge, 41*l.* 16*s.* 4*d.*; the Portsmouth-Lasoye Road, 8,449*l.* 11*s.* 8½*d.*; the Public Works carried out in 1892 grouped under one heading, 5,097*l.* 15*s.* 7*d.*; and the Melville Hall Bridge, 1,230*l.* 11*s.* 4½*d.*, or 15,561*l.* 18*s.* 3*d.* in all. In the Treasurer's statement of the Assets and Liabilities this appears as 15,090*l.* 8*s.* 6*d.*, because he has treated the whole Loan Account as one account, and the amount is therefore reduced by the unexpended balance of the loan which has been raised.

37. The Portsmouth Water Works Drainage and Jetty were carried out in 1888, when there was general agreement, and although I see the Honourable Mr. Stedman alludes to the Portsmouth Jetty as unauthorised he is unaware or has forgotten that a special resolution was taken on the subject on the 8th November, 1888.

38. The material for the Indian River Pile Bridge, which was greatly desired and which would have saved the cost of the ferry, was being obtained from the forest under the belief that this was included in the works sanctioned, but it was found not to be the case and the work was stopped.

39. The Portsmouth-Lasoye Road has formed the subject of correspondence with the Secretary of State and the amount under this head includes the bridge over the Londonderry River and certain other works in the Northern District of the Island, which were approved.

40. The cost of the Public Works in 1892 was as follows:—(1.) 1,325*l.* 8*s.* 7½*d.* for the special works near Point Miebelle, where the sea was making inroads, and for repairing special damages. (2.) 1,420*l.* 19*s.* 7½*d.* for the rebuilding of the Engineer's Office, which had been burnt down, the purchase of a building for a public library, the renovation of the Government Building containing the Post Office and Registrar's office, of which the roof had given way, and work to the Prison and Poor House to protect the inmates from the weather, and (3.) 2,343*l.* 14*s.* 4*d.*, the cost of the purchase of the Botanical Station and its establishment. The figures up to this point are those submitted in my despatch, of the 14th December 1892*, of the amounts expended in anticipation of the contemplated loan.

41. The remaining item is for the Melville Hall Bridge, for which there were various petitions and resolutions of the House. The last of these was passed on Mr. Walsh's estimates of the cost, and the work has ben completed for the estimated amount.

42. A sum of 5,000*l.* for Schools was authorised to be included in the contemplated loan, and of this 912*l.* 18*s.* 9½*d.* has been expended in 1893 on the establishment of the Morne-Bruce Training School, for boys belonging to Roman Catholic families. The amount is shown in the accounts of the ordinary working of 1893 under the head of Education. A Quarantine Station has been established at the cost of 735*l.* 0*s.* 11*d.*, and certain work has been done at a cost of 257*l.* 1*s.* 5*d.* to turn the current of the Roseau River and preventing it from entering the town, all of which were specially sanctioned and also approved by the House.

* Not printed.

43. The outstanding amounts due by the Island are for these sums and the accumulated deficits on the working of the Island since 1883, and are due to the General Government and to the Crown Agents in anticipation of the contemplated loan, as before mentioned.

44. The construction of the roads and bridges was commenced by the Colonial Civil Engineer of the Island and subsequently carried on by engineers appointed by the Colonial Office, and after they had left the work was resumed by the Colonial Civil Engineer and Mr. Fadelle, C.E., a gentlemen connected with one of the old Dominica families. The Portsmouth-Lasoye Road, including the Londonderry and Melville Hall Bridges, were carried out by Mr. T. E. Walsh, C.E., who was selected by the Canadian Government for the Colony, with the sanction of the Secretary of State, as an engineer of tried capability accustomed to mountain work. These engineers had in succession different works to carry out. They had each received different training, each had been successful in other places. Sir Robert Hamilton says that, making full allowance for the difficulties to be contended with, both in the character of the country and in obtaining suitable labour, he concurs in the opinion that the return for the expenditure is not adequate. It is not easy to estimate fully the difficulties which have been encountered incarrying out public works in Dominica from visiting the Island in a selected season or without hearing the statements of the engineers. The exceedingly heavy rainfalls in short periods of time send down the rivers in torrential floods which can hardly be realized until they are seen. Very special difficulties must, I think, have existed or the Island would not have been left for the last century, since its cession to the English, without any attempt being made to obtain for the cultivators of the land the means for bringing their produce to a market. Much of the work on the Roseau-Layou section of the road carried out by the engineer from England was swept away in the flood of February 1891, when seven rivers near Roseau left their beds and spread over the country. This appears to have been the worst flood in this section of the country within living memory, and it caused great damage to the roads and bridges. The work which had been thus swept away in 1891 was, of course, not apparent in 1893, when the Royal Commissioner visited the Island, except as injured work, but it had been carefully inspected in March 1890 by Colonel Sir Arthur Mackworth, of the Royal Engineers.

Sir Arthur Mackworth reported that the principal bridge which had then been erected, namely the one over the Canefield River, was satisfactory, but it was swept away in the flood of 1891. Tenders had been received from a responsible English contractor to erect the remaining iron bridges on this route, including the Layou Bridge, and to complete this section for wheels for the sum of 4,000*l.*, which was sanctioned. The flood endangered Roseau, but the top waters which had commenced to come through the town in a depression, which is said to have been the former bed of the river and floated some of the houses, were turned by a heavy wall which had been lately built to carry an aqueduct for diverting the waters from the Morne and preventing them injuring the town.

45. The expenditure incurred on each work by the different engineers is detailed in the annexed statement. After Sir Robert Hamilton had left Dominica, I was informed that he had called for a statement as to the expenditure of the stores apportioned to each sub-head of the public works and that it was not complete. I at once directed that a complete statement should be made up and that it should be checked if necessary by reference to each of the original vouchers. The amount was made up from the entries in the day or cash book kept by the engineers, and was transmitted to your Lordship in my Despatch of the 20th of February last.* The Treasurer in making up the return called for by the Royal Commissioner had taken the store ledger, which was incomplete. The Engineers' day or cash books agree with the Treasurer's books, and the cost of each separate work is accurately shown.

46. The material obtained in England was obtained through the Crown Agents on tender in London in the usual course, and the total cost was 10,598*l.* 14*s.* 10*d.* From a paper given by Mr. Rankin to Dr. Nicholls, and by him forwarded to the Royal Commissioner, it would appear as if the Engineer from England had been unduly pressed. It may have been so, but the incidents referred to are that the Engineer himself recommended a modification in the Canefield Bridge, which Sir Arthur Mackworth considered to be satisfactory, and that operations were at one time removed to the Layou abutments to save the season. So far as I am aware all that the Engineer was pressed to do on his arrival was to verify certain information and details previously furnished by the Colonial Civil Engineer in order that they might be sent home to the

* Not printed.

Advising Engineer of the Crown Agents. The design and specifications for the bridgework were prepared by Mr. Wakefield, C.E. who was the advising engineer to the Crown Agents in this branch, and were supplied about twelve months later. The stone-crusher and engine were only ordered after repeated discussions at the Road Board. The material and supplies obtained from the Crown Agents are fully particularised in the annexed statement* referred to, and appear to be suitable in kind and moderate in quality and in price.

47. The amount expended in Dominica by the engineer from England up to the time of his leaving in November 1889 was 6,398*l.* 14*s.* 3*d.* I submitted to the Secretary of State certain objections to the work and the subject came before his Lordship.

48. The Colonial Civil Engineer of the Island then took charge. He was an officer of long experience in the service and had an intimate acquaintance with the local circumstances. He carried out with the approval of the Road Board the following Works on the roads and bridges at the cost specified:—

Work.	Cost.		
	£	*s.*	*d.*
St. Joseph's Bridge	92	11	5½
Trois Point Bridge	80	16	6
Portsmouth Drainage	323	6	2
„ Jetty	402	10	2½
„ Streets, &c.	72	3	5
„ Waterworks	149	5	5½
Sugar Loaf Flat Road	112	14	6
North River Bridge	583	12	7½
Melville Hall Bridge	517	2	6½
Roseau Street	1,623	5	4½
Bath Road and Lands	18	16	3
Savannah Park Road	279	13	1½
Roseau Embankment	59	2	1½
Back Drain	346	7	4
Lasoye Road	38	9	0½
Waterfall Road	4	3	4
	4,703	19	5½

Mr. Fadelle carried out particular works costing 4,486*l.* 0*s.* 10½*d.* and no complaint has been made as to them, or as to the expenditure he incurred. In the flood of February 1891 the first bridge he constructed at Fond Collée, and the abutments commenced for the bridge over the Check Hall River, were swept away, but, as I have already explained, the flood was of very exceptional nature. The following is the list of works carried out by Mr. Fadelle with the sanction of the road Board:—

Work.	Cost.		
	£	*s.*	*d.*
Fond Collée Bridges	382	14	10
Lagoon Mui Bridge	322	4	11
Check Hall Bridge	347	9	1
Belfast Bridge	967	4	8½
Fromage and Bayonne Bridges	470	11	9
Beausejour Bridge	199	19	8½
Abricot Bridge	187	8	7½
Tarreau Bridge	324	5	5
Abbott Bridge	60	0	2½
Mahaut Road	617	19	11
Hertford Ravine Bridge	96	4	1
Hertford Road	146	10	7½
Tarreau Hill Road	250	7	9½
Tarreau Road	112	19	2½
	4,486	0	10½

50. The Copt Hall Bridge was specially asked for on numerous occasions. Petitions were presented for the bridge. The Road Board and the House of Assembly pressed

* Not printed.

that it should be carried out. The Roseau Valley is, I believe, one of the most important in Dominica, and no export fruit trade could be carried on from the Island without this bridge, for it is from this valley that the steamers must receive the fruit to complete their cargoes. The plans and estimates were prepared by Mr. Ivor Moore, of the Royal Engineers' Department, and approved by the Road Board; they were also approved by the House, and a contract to carry out the work by an English contractor was also approved by the House. When the work was completed, which was done at loss to the contractor, it was formally opened and the Elective Members then pointed out the value of the bridge to the Island. The people in and near Roseau on another day organized a fête to celebrate the erection of the bridge, and a special religious thanksgiving service was held at their own cost, when the bridge was blest by the clergy of the Roman Catholic Cathedral.

51. The Portsmouth-Lasoye Road crosses the Dos D'ane ridge, and runs from Portsmouth on the Leeward Coast to the Windward side of the Island at the mouth of the Blenheim River, and thence along the sea coast to Lasoye Wesley and Melville Hall. The Colonial Civil Engineer was for some weeks employed in surveying the Dos D'ane ridge, but reported that a road with gradients suitable for wheels was impracticable. Mr. Walsh, however, found a practicable route, and in this he was much assisted by Mr. Rumsey Lockhart's intimate knowledge of the locality. In passing along the old bridle road a person had to ford the Blenheim River seven times. In forming this road 120,000 cubic yards of earth were removed from the cuttings and ditches, at an average cost of 5*d.* per cubic yard, and 12,000 cubic yards of rock and hard pan at an average cost of 2*s.* per cubic yard. There are 27 bridges on this line and 120 culverts.

52. Mr. Walsh also erected in the Northern District the Londonderry and Melville Hall iron bridges on stone abutments for a cost within his estimates, and both are satisfactory; while carrying out these works in the Northern District there was a registered rainfall of 192 inches in the 12 months. Much sickness prevailed, which at times affected even the native labourers.

53. These various bridges and works so specified in detail are still in the several places named. The full particulars of each item of their cost, together with the pay lists and the work done, are filed on record, and an analysis shows that the work as done has been effected at rates which are less than are paid elsewhere in the West Indies, and at rates below the standard of prices paid in the Royal Engineers' Department in Barbados or St. Lucia.

54. Taking even the rough test of the mileage of the Portsmouth-Lasoye Road, which is given in the report as 20 miles, and the total cost at about 8,000*l.*, the average cost per mile of constructing roads suitable for wheels through the country would be 400*l.* per mile which is, I think, considerably below the cost in other mountainous colonies where the difficulties are not so great.

55. It had never been contemplated that it would be possible to bridge all the rivers of Dominica for the amount raised on loan. It is said there is a river in Dominica for every day of the year. A much larger amount is necessary, and at the close of 1892 I brought the subject under your lordship's consideration. The Portsmouth-Lasoye Road, which crosses the Island against the grain of the country, shows that whatever may be said roads suitable for wheels can be constructed in Dominica at moderate cost, and the Portsmouth-Lasoye Road has also shown that such roads can be subsequently maintained at moderate cost if the storm-water from the mountain sides is gathered in drains on a level higher than the road and discharged into the gullies.

56. When your Lordship in January of last year felt unable to accede to my proposals I had intended to have asked that, in view of the very large sum paid over to the Crown when the land was sold, a loan on special terms might be granted, as I understood was done in the case of Mauritius, and that the justification for again urging the matter was that there was no prospect of tropical agricultural produce rising in price, or the cost of labour being reduced, and that therefore unless the cultivators of land could bring their produce to sale without the excessive cost of local transport the land could not, except in a few favoured localities, be cultivated at a profit, even if the land were given for nothing.

57. The amount provided on the estimates for the up-keep of the roads in Dominica was 1,000*l.* It has been raised to 1,500*l.*, but little can be effected with this sum in such a country. In Antigua the amount allowed for the upkeep of the roads is 3,200*l.* exclusive of any special works. In Martinique and Guadaloupe the roads were

originally constructed by the Home Authorities and a large yearly grant given towards the extension of the main roads. At the present time a large proportion of the revenues is devoted to this purpose. The following are the figures of the Martinique Budget for the current year:—

	Francs.
The permanent staff, ponts et chaussées - - -	- 104,536 80
The yearly maintenance - - - - -	- 310,821 76
New road works - - - - -	- 122,000 00
	537,358 56

francs, or more than 21,000*l.* sterling per annum, for the main roads of the Island. Under the head of yearly maintenance there is always an item for "provisions pour grosses reparations des routes" and each year provision is made for "travaux neufs sur les routes Coloniales." The yearly provision for Guadaloupe is smaller but roads are maintained on a similar scale. These islands are within sight of Dominica. The people in the French Islands turn the land to account and until the people in Dominica can be placed in a similar position the land there must be of little use. From the time of my first going to Dominica I have uniformly submitted the same views, and urged that the construction of the roads for wheeled traffic, to make the lands accessible, was essential to the welfare of the Island, even if they cost 100,000*l.* or 150,000*l.* more, for the Island would then be able to use the fertile lands it possesses and pay the charges on the existing taxation if smuggling were put down, whereas if the land cannot be used profitably no form of Government can help the Island. The French Authorities have acted on this view and made both the neighbouring islands, where similar natural difficulties exist, alike prosperous. The Royal Commissioner speaks of the former prosperity of Dominica, but the records show that Dominica has never been prosperous. There were a larger number of proprietors, but the history of Dominica is the history of continued attempts to cultivate the land to profit, which, notwithstanding the fertility of the soil, have all come to no result.

58. The project of obtaining a steamer to ply round the Island was not included in the objects for which the loan was raised. I brought forward the question to the House of Assembly in 1889, by proposing an item on the Estimates of a yearly subsidy of 800*l.* When this was approved by the Secretary of State every endeavour was made to induce a responsible person to enter into a contract to work a suitable steamer, but no one could be found to undertake the work. The amount was then raised to 1,000*l.* per annum with similar results, but the risk to the vessel was considered to be too great None of the steamship companies trading with the islands would undertake such a contract on any terms. On finding this I obtained from the Crown Agents particulars of vessels and asked the House if they were prepared to vote the amount for the purchase of a vessel to be worked by the Government. They did not agree and the matter fell through; I subsequently obtained specifications of second-hand vessels but the members did not support the purchase. A suitable boat to ply round the Island must be a vessel of about 100 to 150 tons, and be well handled, as the Windward coast is a dangerous one to approach within anchorage ground, and I do not believe such a coasting steamer can be run unless the Government take the risk; on very many occasions it would not be possible to communicate with the shore on account of the surf.

59. The Crown Lands consist of about 90,000 acres lying away from the sea-board. All these lands were carefully surveyed and laid out by the Survey Commission appointed after the cession of the Island, and the maps and plans are in constant reference. There is a complete record of all grants which have been issued subsequently by the Colonial Government, and if inspection be made of the records it will be found that there is precise information as regards this matter so far as the records are concerned. There is often doubt where a particular line described in the documents may fall as the boundary, and this can only be settled by actual measurement. Some time ago I arranged with the sanction of the Secretary of State that Mr. Blanc should be relieved of other duties and make the records more accessible and useful, and that all the diagrams of the different grants in existence should be transferred to maps of the original survey on an enlarged scale, so that a map of each parish could be placed open for public inspection and persons could see at a glance what land was available. The work was stopped by Mr. Blanc's death, but the material for completing it is on record. The records of deeds of private persons require rebinding but are kept in order. Where properties are bounded by forests and Crown lands there is often a tendency to question

the boundary, but I think the records are fairly clear and there is the foundation of the original survey.

60. After Mr. Blanc's death there was delay in appointing a surveyor, the gentleman who was first nominated going home with the intention of at once coming out but did not do so. As regards surveys of Crown Lands for grants there have been few applications, and I believe that it would be an injury to the Island to give out grants in small quantities, and that it would be cruel to induce Europeans to take grants of Crown Lands unless some access to them were provided. The experiment, however, of laying out Crown Lands and offering them for settlement has been fairly tried. The Picard Valley, opening out to the Leeward Coast, was selected as one of the richest of the Island, and has been laid out in ten-acre holdings and offered to any person who would cultivate them. Persons without capital cannot afford the outlay required for clearing the land, erecting a shelter or house, and to wait until the land yields, while clearing tropical forest is generally trying to health.

61. The amount appearing at the debit of the Crown Land Fund is for sums paid out as found to be due to the parties in respect of transactions which had been pending for ten or more years, and which were brought to a final settlement.

62. When the Botanical Stations were being established, the Assistant-Director of the Royal Gardens at Kew, Mr. Morris, C.M.G., afforded the great assistance of visiting these Islands, and subsequently gave a most interesting lecture on their capabilities. Attention was thus directed to them and many young men visited Dominica with the intention of settling there. I did all I could to aid them, but they left, many stating to me that they found the local feeling adverse to their settling and that the existing conditions of the Island prevented land being remunerative. Unfortunately the road works had to be stopped just at the time when, from the point of view which has been urged, it was of the utmost importance they should have been prosecuted with the greatest vigour.

63. Finding there were special obstacles in the case of Dominica, I asked the Secretary of State's permission, in March, 1891, to introduce a Bill into the House of Assembly to authorise advances to the peasant proprietors who are often in the hands of the small money lenders, and to build up the industry of the Island by enabling the peasant proprietors to extend their cultivation. I received permission to introduce the Bill, but I was instructed if it passed through Committee to submit it to the Secretary of State before moving the third reading. I annex a copy of the Bill,* which was carefully prepared, but the Elective Members threw it out on the motion for the second reading.

64. The system of education of the children of the Island has laid the foundation for Dominica becoming an English-speaking community. The children now on the rolls number 4,300, and all the children of the Island may be brought under instruction and taught English as new schools can be built.

65. Full opportunity was given to the different religious denominations to undertake the superintendence of primary education, and Government schools have only been established where the denominations have been unable to maintain schools. In Dominica the Roman Catholic clergy, as the clergy of the different religious bodies in all other parts of the Colony, have free access to the Government schools, and the buildings have been placed at their disposal for the first communions and other religious purposes. There is a scarcity of qualified male teachers of the Roman Catholic religion, but the female teachers in the schools are Roman Catholics. Provision is expressly made in the law regulating the Mico Training Institution in Antigua enabling the Government to nominate students of this faith and protecting them. Provision is also made for training girls of the Roman Catholic religion at the Moravian Training Establishment for female teachers. Inducements have been held out to lads in the primary schools in Dominica to become pupil teachers, and offers have been made to train them under the master of the Central Government primary schools in Roseau, who is a Roman Catholic, but none have yet been induced to come under training. Two girls were willing to qualify and they were exempted from examination and are now at the Roseau Convent for training. In Dominica it would, I believe, be of great public advantage to the Island if some pecuniary aid were given to English-speaking priests for assistance to be given in the schools, or if three or four European teachers could be obtained for the larger districts. The supply of qualified teachers is not equal to the demand, and the Colony loses many of the best teachers by the higher remuneration given in the neighbouring foreign islands.

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* Not printed.

66. Before starting the Government Grammar School in Roseau I asked the Bishop of Roseau if he would start a school for secondary education under his Lordship's direction, and offered to submit a vote similar in amount to that given to the Antigua Grammar School. His Lordship did not see his way to establish such a school and the present Government Grammar School was started and has proved a success.

67. In dealing with the Civil Service of the different Islands a complete list has been made out of all the officers in all the Presidencies, with their services and salaries, and as any vacancy has arisen each officer's case has been considered according to his length of service and the establishments of the different Presidencies treated as one Service. The officers have often been unwilling to move from one island to another and declined the offers made to them, but such a system must be better for the officers themselves, as well as for the public, than restricting promotions to vacancies in each island. Dominica has in this way had its proportion of promotion to the other islands. The Registrar of Dominica who is, I believe, a Roman Catholic, was promoted to St. Kitts-Nevis. One of the officers of the Dominica Treasury was also promoted to a place in St. Kitts-Nevis. Another Treasury officer came to Antigua. Another was offered a post in another Presidency, with a much higher salary than he was drawing, but declined it. In considering the claims of the different officers the question of their religion has not weighed. The gentleman who was selected for the post of President of the General Legislative. Council is a Roman Catholic, and it would press hardly on the Roman Catholic officers if they had not their fair share of promotion to islands where the great majority are Protestants.

68. The proportion of the expenses of the Federal Government chargeable to Dominica are $\frac{12}{64}$ths of the whole.

	£	s.	d.
Pensions	149	14	8
Legislature	60	18	9
Colonial Secretary	165	18	9
Audit	135	18	9
Port and Marine	56	5	0
Legal Department	782	16	3
Education	225	0	0
Miscellaneous	140	12	6
Post Office	25	6	3
Police	98	17	3
	£1,841	8	2

and each of these items represent work done for the Island at moderate cost.

69. The friction which has from time to time arisen since the confederation of the Islands was stated prominently in detail before the Royal Commissioner, but the evils which previously existed were not brought to attention. I of course only know them from reading the official records of the Colony. In 1865 Sir Leopold McClintock reported that he had landed 25 marines armed, and that he had signalled to the ship for 50 men in addition, and that when he found that the police were overpowered he had cleared the Court House by a party with fixed bayonets. Lord Kimberley, in transmitting the Imperial Act in September 1871, mentioned that the subject of the confederation of the Islands had occupied the attention of the Colonial Office during a period of 30 years, and perhaps I may point to the despatches and petitions sent home during that period, showing that with a Lieutenant-Governor and a Representative House there was continued friction. The press of the Island during the same period contains continued attacks on all public officers, many of whom held high office afterwards elsewhere, and I refer to this matter because I have always believed that this continued feeling was attributable to want of improvement in the material conditions of the Island rather than to form of administration.

70. The Royal Commissioners of 1884, while pointing out the differences which existed as to Dominica, considered that the system had not succeeded fully because there had been only a partial adoption of the principles of union. Since I have been in the colony many of their recommendations have been carried out. The services of all the islands have been treated as one. The Customs and Excise dues have been made uniform.

Regular steam communication has been established and the internal trade between them has increased each year as follows :—

—	Value of the Trade.
	£
1890	27,978
1891	30,460
1892	33,582
1893	42,191

The contribution asked for from Dominica for the Federal Steam Service is only 550*l.* per annum out of an annual subsidy of 3,000*l.*, and I am negotiating with the Royal Mail Steam Packet Company for an itinerary which will bring Guadaloupe and Martinique within the regular weekly service and open these markets to the Colony. I received a communication from the Governor of Guadaloupe offering for the colonial steamer a free entry to their harbour, and free use of their buoys and every facility the local Government can afford.

71. Comparing the last 23 years of the Colony since confederation with the 30 years which preceded it, and which are referred to by Lord Kimberley, I think the Colonial Office records will show less friction, and friction gradually diminishing, in the Colony. In Dominica the differences in the House of Assembly have arisen with respect to the Road Board; three of the Elective Members were members of the Board and the differences which arose at the Board and were submitted to the Secretary of State were transferred to the Assembly. Even, however, in this very matter, when the Elective Members presented the Minute in the Assembly which is set out in the report, two of the Elective Members who had signed it had the manliness and good feeling when the matter was under consideration to give their unsolicited votes that it should be expunged from the Minutes. During the greater portion of my term of office the Elective Members in Dominica, as in the other Councils, have had a majority of votes because all the official seats have not been filled up.

72. The subject of the modification of the political constitution of the Colony has been submitted for the consideration of the Colonial Office and of the local Legislature for some time. In my Despatch of the 7th February last year,* I explained my reasons for submitting that if the existing services were secured, a constitution where the elective element was in a majority was preferable to the evenly balanced system of the elective element on one side with the official and nominated members on the other, with an official casting vote. The Elected Members and the Nominated Members must be drawn in the present conditions from a very limited class, and the number of electors is very small. I think it may be said that such a constitution, although often tried, has never worked with satisfaction to the community in any West India Island. It is, in effect, a compound oligarchy, in which the hands of the Government for good to the unrepresented classes are greatly hampered. The Royal Commissioner has pointed out what is the natural tendency of such a constitution as regards the great bulk of the people. Pressed by these considerations I had previously submitted to your Lordship that in the modification of the constitution the existing service and institutions should be secured and that the Elective Members should have a majority of votes. Any increase of elective seats in Dominica would tend to bring forward the interests of the peasant proprietors and the 20,000 black people referred to by the Royal Commissioner who have not now any influence on the elections.

73. But I believe that no mere alteration of the Constitution will fully meet the desires of the Colony without some system for utilizing local activities. This want soon presented itself, and in 1889 I caused a Bill to be prepared, of which a copy is annexed,* authorising the creation of local authorities, which might be either elective or nominated bodies. The Bill was drawn in connexion with the Public Health or Sanitation, as most local work can be properly classed under this description, and was sufficiently elastic to be applicable to every part of the Colony. There was objection on the part of some, and the passing has been delayed. Finding there was delay each town was taken up and dealt with, and with the approval of the Colonial Office the powers of the different municipal authorities have been increased and funds placed under their administration. The towns throughout the Colony have been improved, and wherever practicable through the agency of either the existing local authorities or of authorities created for the purpose. A nominated authority was created by special enactment for

* Not printed.

Basseterre St. Kitts with success, and I introduced a similar measure for Roseau, in Dominica, of which a copy is enclosed,* but it was thrown out by the Elective Members on the motion for the second reading.

74. A petition was, however, recently presented to the House from many of the inhabitants of Portsmouth asking that certain regulations should be carried out there, and this could only be done by a local authority which must presumably be at present a nominated one. Separate rating has not yet been introduced on account of the cost of the double system of collection, but as the towns grow in importance this will follow. When the towns have all thus been dealt with most constitutional questions will be found to have settled themselves, for the questions which have arisen are not so much as to the amount of a vote, but as to the mode of expending it afterwards. These questions arise principally in connexion with the towns. The same principle has been adopted for the country districts wherever it has been possible; for instance, in Antigua the local work has been carried out by the existing Board of Health; in St. Kitts and Nevis it is being done by Boards for controlling the waterworks, who will obtain the usual powers of local authorities in their districts. The essential difference is that these local authorities carry out their own duties by their own officers within the limits assigned, and the work is not attempted to be done under joint Boards by Government officers occasioning constant friction. Where the local authorities require the assistance of the Government officers it is of course at once given and it is then appreciated, while where this course can be carried out Government officers are left to carry out large undertakings without undue interference in their work.

75. I believe if this course be followed out the natural desire would be met, which exists in the different communities, that the residents on the spot should be empowered to dispose of all local matters by their own officers and that this want being met the general interests of the Colony would be dealt with in a liberal spirit and with careful consideration for each portion of the colony, and it is on these principles that it was proposed to amend the constitution of the Colony.

76. I have had to write these observations under pressure of time for the mail in the midst of other work, and I have to ask your Lordship's kind indulgence for what may be wanting. They are limited to a narration of fact. I have not as yet had opportunity to notice various points in the evidence which require reference to numerous documents and papers and I would therefore ask leave to submit my observations on these at a later date.

77. My own term of office is just approaching its termination, but I would venture to make an earnest appeal to your Lordship on behalf of Dominica. It is true that with the Floating Debt Dominica owes 60,000*l.*, but another 70,000*l.* to 100,000*l.* ought to be expended in piercing the Island with roads suitable for wheels at the three points where depressions in the mountain ridge make it practicable to carry roads across the Island and open the lands for profitable cultivation. The price of the land which was withdrawn by the Crown considerably exceeded even the larger sum of 160,000*l.*, and if this matter cannot be re-opened the assistance granted to Mauritius of a loan at the lowest interest would place it within the power of Dominica to meet the charges out of existing taxation with all the exemptions recommended by the Royal Commissioner. The fertile land has been there and unused labour, but the bulk of the people are poor because the land is closed by the natural difficulties of the conformation of the Island. It has been demonstrated that roads suitable for wheels can be made at moderate cost across the Island, and the roads in the mountainous districts of Guadaloupe are there as further demonstration if it be required. In no other colony has the price of the land been withdrawn and the land itself left inaccessible.

78. Your Lordship's predecessor intimated that Dominica had improved under my administration. The Royal Commissioner states that a beginning in the direction of increased production is already observable. This can only be because the measures for improvement, whether successful or unsuccessful, have to the extent to which they have been brought enabled the peasantry to increase their cultivation. I appeal to your Lordship not to leave them in the position where striving to cultivate their lands to advantage they are met with the result that in the intense competition and falling in price of all agricultural products they are ruined by the cost and difficulties of transport to the sea-coast, evils which have already crushed out the original French and English settlers in succession.

I have, &c.
(Signed) W. F. HAYNES SMITH.

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* Not printed.

Enclosure 1 in No. 3.

BALANCE SHEET of the ACCOUNTS of the PRESIDENCY of DOMINICA at 31st December, 1893.

Dr. *Cr.*

	£	s.	d.		£	s.	d.
Treasurer (Cash Balance)	1,411	12	4½	Debenture-holders under Loan Acts	40,900	0	0
Roads and Bridges Loan Account	29,527	11	8	Government Officers' Fee Fund	0	4	0
Portsmouth Water Works	205	18	7	Titles to Land Assurance Fund	0	0	0
Portsmouth Drainage	514	14	4	Titles by Registration Forms	0	0	0
Portsmouth Jetty	22	8	11	Deposits to secure duties	0	2	10
Indian River Bridge	41	16	4	Suspense Account	0	0	0
Portsmouth-Lasoye New Road	8,449	11	8⅓	Registrar and Marshal's Deposit Account	31	8	4½
Melville Hall Bridge	1,230	11	4½	Crown Agents (Current Account)	7,492	4	2½
Water Works Loan Sinking Fund	3,569	3	8	General Government of the Leeward Islands	23,049	13	8
Public Works Loan Sinking Fund	760	9	0	Unrepresented Estates Account	53	18	3
Roads and Bridges Loan Sinking Fund	994	17	11	Post Office Money Order Accounts	189	13	8
Crown Land Fund (Advances Account)	509	16	11½				
Timber Works (Advances Accounts)	—						
Post Office Money Order Accounts	154	4	11⅓				
Works Under Loan in 1892	5,097	15	7				
Suspense Account	33	9	0½				
	52,524	2	5				
Surplus and deficient Account	19,193	2	7				
	£71,717	5	0		£71,717	5	0

(Signed) W. H. PORTER,
Treasurer.

Enclosure 2 in No. 3.

DOMINICA.—ROADS and BRIDGES LOAN ACCOUNT.

STATEMENT showing TOTAL EXPENDITURE (Crown Agents and Local).

Roads and Bridges.	Ironwork.			Local.			Cement.			Total.		
	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.
Fond Collée Bridges	113	6	0	328	12	10	70	16	0			
Canefield Road	169	17	0	962	15	11	13	18	8			
Canefield River Bridge	—			302	6	3½	95	12	8			
Lagoon Nini Bridge	—			293	14	11	28	10	0			
Check Hall Bridge	—			264	9	9	82	19	4			
Fromage and Beyonne Bridge	113	2	0	308	14	9	48	15	4			
Trois Pointes Bridge	—			80	16	6	—					
Beauséjour Bridge	75	8	1½	96	14	3	27	17	4			
Abricot Bridge	75	8	1½	72	2	6	39	18	0			
Mahaut Road	—			613	11	3	4	8	8			
Belfast Road	—			505	6	8	36	14	8			
Belfast Bridges	251	9	2	585	6	2½	130	9	4			
Hertford Bridge	30	3	3	57	3	6	8	17	4			
Hertford Road	—			137	13	3½	8	17	4			
Tarrow Hill Road	—			250	7	9½	—					
Tarrow Bridge	113	6	0	151	8	9	59	10	8			
Tarrow Road	—			112	19	2⅓	—					
Abbot Bridge	—			37	4	2½	22	16	0			
Victor Bridge	—			0	14	0	—					
Layou Bridge	—			388	4	3½	114	0	0			
St. Joseph Bridge	—			92	11	5½	—					
Coulibistrie Bridge	—			25	11	8½	—					
North River Bridge	177	2	5	350	10	3½	25	19	4			
Woodford Hill Bridge	—			90	10	4	—					
Londonderry Bridge	331	8	1	256	4	7	—					
Melville Hall Bridge	—			380	17	2½	96	5	4			
Layou-Windward Survey	—			612	14	0	—					
Roseau-Layou Road Survey	—			38	18	2	—					
Roseau-Layou Road upkeep	—			117	0	6½	23	18	0			

Roads and Bridges.	Ironwork.	Local.	Cement.	Total.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Copt Hall	—	1,786 10 7	—	
Roseau Streets	—	1,465 11 4½	157 14 0	
Back Drain	—	317 17 4	28 10 0	
Savanne Park	—	232 15 9½	46 17 4	
Portsmouth Swamp Survey	—	3 10 0	—	
Portsmouth Drain	—	304 2 10	15 13 4	
Portsmouth Water Works	—	149 5 5½	—	
Portsmouth Jetty	—	402 10 2½	—	
Portsmouth Street	—	64 15 5	—	
Portsmouth Latrine	—	7 8 0	—	
Sugar-loaf flat Road	—	112 14 6	—	
Survey Windward Coast	—	22 9 7	—	
Roseau Embankment	—	55 19 5½	3 2 8	
Lasoye Road	—	38 9 0½	—	
Basin Will House	—	98 1 4½	—	
Waterfall Road	—	4 3 4	—	
Bath Road and lands	—	13 2 3	5 14 0	
	£1,450 10 2	£12,594 11 8½	£1,197 15 4	£15,242 17 2½

Other Ironwork for Bridges.

	£ s. d.		
Eight Spans unerected (Roseau and Layou Road)	330 11 0		
Layou Bridge	1,465 16 2		
Check Hall	130 1 5		
Coulibistrie	228 0 10		
Melville Hall	715 18 2		
Lance de Mai	314 3 4		
Woodford Hill	402 3 7		
Indian River (less one span at Belfast)	590 17 5		
			4,177 11 11
Cement used by Mr. Blanc			145 0 7
Salaries and Allowances			3,158 8 2½
Passages			75 0 0
Horse allowance			437 8 4½
Transport			504 18 0½
Hospital expenses			6 18 4
Stationery			83 16 5½
Surveying and drawing instruments			87 16 8
Charts and drawing materials			18 17 7
Painting, removing, and landing Bridges			169 14 7
Machinery and Stores:	£ s d		
As detailed	3,535 17 0		
Stone-breaker (local)	10 1 10		
	3,545 18 10		
Less Cement charged under bridges	1,342 15 11		
			*2,203 2 11
Miscellaneous, Crown Agents	311 9 9		
Miscellaneous, Local	442 17 7½		
			754 7 4½
Depôt Wages			296 1 3
Depôt Stores			*1,411 17 9½
Special Works			697 6 8
Items not charged to any particular work			219 7 8
Portsmouth-Lasoye Road	8,377 3 8½		
Melville Hall Bridge	941 4 7		
Indian River Bridge	41 16 4		
			9,360 4 7½
			39,050 16 3
Unadjusted difference			66 6 6½
			£39,117 2 9½

	£ s. d.
* In store	1,356 5 4
At Portsmouth	122 5 1
Lent, used by Col. Engineer or in his Depot	1,133 3 0½
Used on various works, general use and not specially charged	1,003 7 3
	£3,615 0 8½

No. 4.

SIR W. F. HAYNES SMITH to the MARQUESS OF RIPON.
(Received May 31, 1894.)
[*Answered by No. 7.*]

Government House, Antigua,
May 12, 1894.

MY LORD,

I HAVE the honour to ask your Lordship's permission to submit, in continuation of my despatch of the 23rd of April,* the following observations with respect to the working of the confederation of the Leeward Islands.

2. The confederation of the Leeward Islands was brought about to remedy the evils which had been experienced in the then existing form of government, under which each Island was administered by a separate Lieutenant-Governor and a local administration. Lord Granville, in his Despatch of the 21st of June, 1869, stated that the object Her Majesty's Government had in view was to unite these Islands "into "one Colony, with one Governor, one Legislature, one Treasury and Audit Department, "one Code of Laws, one Police Force, and one system for the administration "of Justice." Lord Kimberley, in his Despatch, of the 7th of September, 1871, stated that the confederation restored to the Leeward Islands their ancient and natural union, the revival of which had occupied the attention of his Lordship's predecessors during a period of thirty years. The Royal Commissioners of 1884, who specially investigated the subject, and who had the advantage of seeing all the Islands, and hearing the evidence of those who objected to confederation, arrived at the conclusion that federation had not succeeded fully because there had only been a partial adoption of the principles of union.

3. I venture to submit my observations to your Lordship, because I believe that the welfare of the people of these Islands, and especially of the unrepresented classes, depends in a great measure on completing this true union; and because the desire for local administration in each Island can never be met by a mere change in the form of the executive, unless powers of administration are given to local bodies. The natural desire for local administration can only be satisfied by making a careful discrimination between the matters affecting the interests of the Colony as a whole, and the questions affecting each Island, and by leaving all purely local questions to be dealt with and worked out by the residents in each Island, acting for themselves and by their own officers.

4. Actual confederation has never yet been fully worked out, although progress has been made during the last six years in drawing the different Presidencies of the Colony into closer union. The proposals for empowering the General Legislative Council to legislate on all subjects except the levying of taxation have been embodied in a Bill, which has been reserved for the signification of Her Majesty's pleasure. These proposals require some modification, but taken with the subsequent action of the different local Councils, they contain, as I venture to hope, the basis for a political constitution which would not only give to each Island the combined force of the United Colony, but allow to each Island full local administration.

5. Each Presidency had formerly its own system of taxation, but there is now one uniform tariff of Customs and Excise duties throughout the Colony. The Post Office charges and stamp duties have been made uniform. The taxes on property differ in name and manner of assessment, but are nearly uniform in relation to values, and the licence duties, which, generally speaking, are very moderate, are being assimilated.

6. There is practically now one Code of Law as regards all matters of importance, and there is one system for the administration of Justice. The Prison Service has been made in terms one service, and the records of serious crime show the benefits. Regular steam communication has been established, and the facilities thus afforded, and the passing of one uniform tariff of Customs duties, have led, as before mentioned, to a growing increase in the internal trade from 27,978*l.* in 1890 to 42,191*l.* in 1893.

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*No. 3.

7. This preparation has made possible a settlement of the question on principles which have been worked out in large countries, namely, that the Customs and Excise duties should be applied to the general government of the Colony, leaving all local taxation to be administered by the residents in each Island for local purposes.

8. Accordingly in my Despatch of the 7th February 1893*, I asked your Lordship's permission to propose the amendment of the constitution of the General Legislative Council on a thoroughly liberal basis, and giving the Elective section a majority of votes. In that despatch I proposed that all the existing services and institutions should be secured, but that all questions should be left to be dealt with by the Council, and on receiving your Lordship's instructions I had prepared the proposals for completing the union of the Colony as regards all matters affecting the general interests of the Colony, leaving for local administration by the residents themselves in each Island all local questions. All existing taxation is enforced by permanent laws, and no abrupt changes could be carried out to the injury of vested interests, or, in fact, any changes without the sanction of the Crown. The proposals, however, remained in abeyance as Dominica was receiving your Lordship's special consideration.

9. These proposals were that the Customs and Excise duties, the fines and forfeitures under the general law, and the revenues from stamp duties and the Post Office, which are paid and received for general services of the Government should be appropriated for the maintenance of the General Government, including the payments of the charges for the Public Debt of the various Presidencies and the payment of all pensions. All the taxes on property and the personal taxes, such as the road tax and the duties for licences, would then be applied for purely local purposes, and administered by the residents in each Island acting by their own officers.

10. The question as to the best method to adopt for the collection of the local taxes was one which received much consideration, and it seemed simpler and much more economical to propose that the existing machinery should be used until the system was consolidated, and that the General Government should therefore collect all the taxation as at present, and as it could do. The Government could then hand over the amounts to the proper local authorities for administration within the assigned limits.

11. The existing scheme of taxation lends itself to this division. The following statement shows the total general revenue on one side and the total general charges on the other.

Total General Revenue.		Total General Charges.	
	£		£
Customs	63,792	Public Debt	15,109
Package and tonnage dues	7,394	Pensions	4,912
Excise	14,869	General Administration, including all offices for collection of revenue	15,256
Liquor and still licenses	4,516		
Post Office	3,814		
Miscellaneous general revenue	2,698	Legal Department and Magistrates	9,624
		Police	8,980
		Prisons	4,232
		Education	14,324
		Post Offices	5,463
		Miscellaneous Services	8,506
		Federal Steam Service	3,000
	£97,083		£89,406

12. The details are given in the statements annexed to this despatch. The charges not fixed are growing charges, such as those for education, and some margin is required. If the Preventive Service is well organised and smuggling is checked, the duties now uncollected would pay the charges for the public works which are still required for general improvement.

13. In the detailed statement the charges for the Public Debt are shown for each Presidency, and until the Public Debt is consolidated, the receipts from the Customs of each Presidency could be first applied to meet these charges, and if the public works

* Not printed.

for which these charges were incurred were special, as in the case of the improvement of the harbour at St. John's, the special dues levied in respect of the benefits given would of course be also paid in. The receipts in each Presidency from the sources of revenue appropriated for the General Government could be kept separate if it were so desired.

14. A sum amounting to between 35,000*l.* and 40,000*l.* annually received from taxes on property and personal taxes and the licence duties would then be administered locally for local objects, including the maintenance of the road hospitals and poor relief. The question as to the Medical Service is one of doubt, and therefore a margin has been suggested as regards the revenue to secure the interests of officers at present holding office. The question may be much modified if what has been suggested as regards friendly societies and the provisions for old age can be worked out, but I think the wishes and wants of the residents would be met by making medical relief one of the subjects for local administration. The hospitals are now under local boards, but the boards would then have greater powers and make their own arrangements, and a standard could be maintained by an inspection of hospitals. The provision for lunatics, as being dealt with in a general asylum, it is proposed should be a charge on the Colony as a whole.

15. If these changes were applied to Dominica on the existing taxation, a sum of 9,000*l.* would be left to be administered by the residents without interference by the General Government except as regards audit, and all local matters, such as the maintenance of existing roads, hospitals, towns, and poor relief would be dealt with by them.

16. In Dominica the unoccupied Crown Lands are a special feature of importance, and, as I have before submitted, are property of which the proceeds, as they can be realized, seem the proper source for meeting special charges for the works and roads necessary to make the lands accessible; and might either be administered locally or by a special authority as may be thought best.

17. It is quite possible that with the improved system for the collection of Customs and Excise, and with an efficient Preventive Service, the amounts for the liquor and still licences could be given to the towns and districts for their special work.

18. A system of administration such as has been indicated would produce a real union of the Colony, and leave to local activities what can be best carried out by their agency. It would be intelligible and the distinction worked out is a real one, and it would satisfy the desire which has been often expressed for further local administration. The General Government would then only have to dispose of the questions which concerned the General Government, and these could in all cases be promptly dealt with. In all other matters the General Government would only be called on by way of appeal or to render assistance.

19. Confederation in Dominica has had to encounter several special obstacles. The depression which became acute in 1883 has led to constant changes. At the request of the Elective section of the House of Assembly, the offices of President or Commissioner and of Treasurer were amalgamated. This was subsequently objected to and altered, and the Commissioner was appointed to perform the duties of a Resident Magistrate. This was also objected to, and and at the like request of the Elective Members has been again altered, and the Commissioner has been relieved of all other duties, but this last change has only just been made. The effect of these frequent changes has naturally tended to produce a certain unsettlement of feeling.

20. In considering the objections urged against Confederation which have been made to me while I have been in the Colony, I have found that when traced home they are principally social questions. These are no doubt important, and at an early date after my arrival. I brought one aspect of the question, as regards the occupation of Government House by the Governor alone under the consideration of the Secretary of State as a matter involving larger matters than the temporary accommodation of the Governor.

21. The total cost of confederation to Dominica is 1,841*l.* 8*s.* 2*d.* distributed under ten heads. The first item is Pensions, 149*l.* 14*s.* 8*d.*, and this sum, if pensions are continued at all, will rather be enlarged than made smaller, if, instead of paying $\frac{12}{4}$ of the pensions

of the staff of the Colony in respect of their services in Dominica, the whole of the pensions for special officers working in the Island were charged on the Island. The charge of 60*l.* 18*s.* 9*d.* for the General Legislative Council would disappear. The two next items are for the proportion of the Government Secretariat, 165*l.* 18*s.* 9*d.*, and for the Audit Department 135*l.* 18*s.* 9*d.*, and the work represented by these charges would have to be done, but assuming that the work was thrown on the local staff and without adverting to the question of efficiency, the total saving would amount to 362*l.* 16*s.* 3*d.*, to which would be added 56*l.* 5*s.* under Port and Marine, making 419*l.* 1*s.* 3*d.*, against which there would necessarily be some charges for clerical work, even if the duties of the Secretariat and Audit were thrown on the local staff.

22. The next item is 782*l.* 16*s.* 3*d.* for the Legal Department, and the security for life and property which confederation has conferred on the Island in regard to the administration of justice was so well appreciated that no objection could be formulated, and it was sought to retain it, but it would be impossible except by compulsion on the remaining portion of the Confederation to continue this portion of the results of confederation at the same cost. Dominica now has the services of a Chief Justice and two Puisne Judges, one of whom is resident in the Island and the services of the two Law Officers of the Crown, for the sum of 782*l.* 16*s.* 3*d.* annually. The Junior or Resident Judge receives a salary of 800*l.* per annum, and the other Leeward Islands could hardly provide Dominica with the services of the Chief Justice and the Senior Puisne Judge without charge, but if the cost to Dominica were to be maintained at the present figure they would not only have to do this but to pay a portion of the cost of the salary of the Resident Judge in return for his services in the other Islands, and even in this case Dominica would have to provide for its own Law Officer.

23. The next item, 225*l.*, is placed under the head of Education, but this sum includes the proportion of the general charges for Education and the examination of schools and training of female teachers, and also for the Agricultural Department. The true interests of Dominica are bound up in making the people, who now only speak a foreign patois, an English-speaking community, and to do so is essentially one of the first and most important steps for their progress, and I cannot but fear that dissociation from the English-speaking communities must retard this result.

24. The item of 140*l.* 12*s.* 6*d.* for the proportion of the charges for general stationery and telegrams would have to be met in another form, and is a sum below the proportion of the actual disbursements, and there would be an increase for these objects. This item also includes the proportion for the Supernumerary Medical Officer, who is principally required for Dominica. The next item is 25*l.* 6*s.* 3*d.* for the proportion of the general charges of the Post Office, and this would necessarily be increased.

25. The remaining item is 98*l.* 17*s.* 3*d.* for the proportion of the general charges of the Police Force. It is, I believe, a hopeless task to attempt to raise and maintain an effective Police Force in each Island. I have explained at length to your Lordship, in my Despatch of the 19th of Feburary last,* my reasons for believing that no thoroughly effective Police Force can be organised for the Colony unless provision is made for enlisting lads before their habits are formed, and training them for the Service. With the whole Police Force of the Leeward Islands to draw on it is now a matter of constant difficulty to supply the sick-vacancies in Dominica. The young native men of Dominica, after their free life on the hill-sides, have always been unwilling to submit to the discipline and the night duty exacted from a police constable. Dominica now has the allotted number of men constantly maintained as effective, and the cost of supporting and nursing the sick and disabled practically falls on Antigua and St. Kitts.

26. The contribution from Dominica for the Federal steam service is admittedly below the proper proportion, being only 550*l.* per annum, while the service provides a weekly route to Dominica entailing steaming over some 12,000 miles annually. Formerly the prices for the ordinary necessaries of life varied greatly in each Island, and one unrecognized advantage of the Federal steam service has been to reduce the prices of these necessaries to the poor, an advantage which has not always been appreciated by the local trader.

27. Dominica therefore receives from confederation services which cannot be obtained at so small a cost as is now charged. Each item has been mentioned, and the gross saving which is possible on the one hand is some 419*l.* 1*s.* 3*d.*, against which there must be charges for clerical assistance, and increased charges for the various

* Not printed.

Departments before mentioned, which, judging from my experience of the Colony, could not be met by this sum. There would also be the increased charges for the accommodation and maintenance of prisoners and lunatics, even if buildings were not required, besides the difficulty of maintaining an equally efficient service in these particulars; and there would be difficulties in effecting any special arrangements, as the elective and unofficial element in the Councils would have great objection to the Colony being made use of except for its own component Islands.

28. I believe no saving could be effected by withdrawal from confederation; while under a system of administration in which the general services would be administered by the General Government, the Legal Department would be continued, the Customs and Excise duties would be collected, and the Police Force made efficient, and if this were done, the smuggling and illicit trade which have worked so much evil in the Colony, and especially in Dominica, could be put down, and the 3,000*l.* per annum which is lost to the Island on the present consumption of dutiable commodities would be gained for the revenue.

29. After patient consideration for some years of the questions which are involved, and having acquired an intimate knowledge of all portions of the Colony, and after hearing the opinions and views of all classes in each Island, I believe, if I may say so without presumption, that the true note was struck for the welfare and progress of the people of these Islands when it was stated that Her Majesty's Government desired their complete union, and this union can be fully carried out to their lasting benefit, and at the same time full and free powers can be granted to each Island to control and administer its own local affairs.

I have, &c.
(Signed) W. F. HAYNES SMITH.

Enclosure 1 in No. 4.

Receipts.	Receipts of 1893.	Disbursements.	Expended in 1893.
	£		£
Customs:		Public Debt	15,109
Alcoholic	12,487	Pensions	4,912
Other than Alcoholic	51,305	Legislatures	555
Excise	14,869	Secretariat	1,050
Liquor and still	4,516	Commissioners	2,269
Stamp duties	901	Treasury and Customs	8,083
Post Office	3,814	Audit	939
Agricultural	70	Lights, buoys, transport	967
Fees of court and office	1,185	Legal	6,078
Rents of Government property	219	Magistrates	3,546
Package dues, &c.	7,394	Police	8,980
Warehouse rent	323	Prisons	4,232
		Lunatic Asylum	1,803
		Education	14,324
		Agricultural	443
		Registration and Vaccination	1,026
		Post Offices	5,463
		External telegraphs	2,009
		Public Works Department	2,360
		Printing, stationery, telegrams, &c.	2,258
		Federal Steam Service	3,000
	£97,083		£89,406

Enclosure 2 in No. 4.

Island or Presidency.	Customs Duties collected in 1893.	Charges on account of the Public Debt.	Balance.
	£	£	£
Antigua - - -	28,215	7,478	20,737
St. Kitts-Nevis - - -	24,178	4,129	20,049
Dominica - - -	7,334	2,377	4,957
Montserrat - - - -	3,580	1,125	2,455
Virgin Islands - -	485	—	485
Total - - - -	63,792*	15,109	48,683

Enclosure 3 in No. 4.

DOMINICA.

Heads of Receipt.	Collected 1893.	Estimated 1894.
	£	£
Harbour dues - - -	202	200
Buoy fees - - - - -	44	50
Jetty rates - - -	1,010	1,400
Licences and taxes - - -	5,494	6,320
Rates - - - -	88	120
Fines and forfeitures under special Acts, such as Road Acts - -	704	800
Hospital and cemetery - -	32	30
Markets - - - - -	71	65
Miscellaneous - - -	53	35
	7,698	9,020

No. 5.

SIR W. F. HAYNES SMITH to the MARQUESS OF RIPON.

(Received June 14, 1894.)

[*Answered by No. 7.*]

Government House, Antigua,
May 28, 1894.

MY LORD,

IN continuation of my despatch of the 23rd of April last* I have the honour to ask your Lordship's permission to submit the following observations on the system of taxation in Dominica.

2. The Royal Commissioner recommends that there should be certain exemptions and reductions from the existing taxation, amounting in the whole to 425*l.* annually, and that additional taxation should be imposed estimated to yield, with the increased collections on tobacco, 1,690*l.* The exemptions and reductions are that house property with a valuation not exceeding 20*l.* should be exempted from House Tax, and that the tax on land with a valuation not exceeding 40*l.* should be reduced from 2 per cent. to 1 per cent.; that persons should be exempted from payment of the Road Tax in respect of a property qualification where the value does not exceed 50*l.*, and that the licences for boats on the Windward Coast should be reduced from 5*d.* to 2*d.* per foot. He estimates that the net increase will be 1,265*l.* He considers that the system recently introduced for the prevention of smuggling in rum will yield another 1,000*l.*, that there will be a saving if confederation is abolished of 500*l.*, and that the 500*l.* now

* No. 3.

expended from the General Revenue on Roseau should be raised by a special tax on property in the town, leaving an estimated surplus of 265*l.*

3. The view I have for some years past endeavoured to place before the Colonial Office is that the existing taxation is ample and sufficient to meet all the wants of the Island if the Colonial Government are strong enough to collect it, and I have endeavoured in my recent despatch to show that it has taken years of strenuous efforts to bring about even an approximation to a proper collection of the internal Revenue. All the total exemptions, amounting to 425*l.*, recommended can be granted if only the Colonial Government can collect the taxes which remain, and there is, in my view, no necessity for any additional taxation. As regards any revision of the Customs Duties it appears futile to increase the Customs Duties when at the present moment the existing duties cannot be collected, and the Royal Commissioner is in error in concluding that the smuggling in tobacco can be stopped by merely prohibiting the export in bond. The Colonial Government have information of the destination of the shipments of importance from Dominica. One of the last large shipments was seized by the French Authorities and the shippers must have lost heavily. The bulk of the tobacco is smuggled into Dominica from abroad, and no further sum can be obtained from Customs Duties or from tobacco or rum unless the Colonial Government are strong enough to stop smuggling into Dominica. If this is done the 3,000*l.*, or 4,000*l.*, which is now lost to the Revenue can be obtained, and there is no need for any further alteration.

4. To be successful in stopping smuggling the Colonial Government must secure the passing of the necessary laws and have sufficient force before acting. If they are thus strengthened before commencing to act, and due notice is given, there will be no friction, for those engaged in smuggling will realize that they cannot evade the law, while if the matter is not taken up in a manner which will at once ensure detection there will, I fear, be constant difficulties. The social conditions of the Island and the position of the persons who are engaged in illicit trade make the stopping of smuggling a serious task, but if the subject is dealt with in the same manner as it has been dealt with in St. Kitts-Nevis I believe that the smuggling into Dominica can be stopped. The Colonial Government have the friendly assistance of the French Authorities.

5. The financial scheme recommended by the Royal Commissioner depends on an estimated increase of 500*l.* from the raising of the tariff of Customs Duties, of 600*l.* from improved collections on tobacco, and of 1,000*l.* from improved collections of the rum duties, or 2,100*l.* in all. These sums, I am convinced, cannot be obtained unless smuggling is stopped, and smuggling cannot be stopped unless the means I have submitted are adopted. While if they are adopted the present tariff on the existing consumption of dutiable articles will yield fully 3,000*l.* additional and there is no necessity for further taxation.

6. I have, in paragraphs 21 to 27 of my Despatch of the 12th instant,* specified each item of expenditure which is incurred by Dominica for Confederation, and have shown that so far from Dominica gaining by withdrawal from Confederation the Island would suffer severely in a pecuniary point of view, and would lose the other weighty benefits mentioned in my despatch. No saving could, I think, be obtained from this source, and the result, instead of saving, would necessarily be an increase in the expenditure.

7. The remissions on the House and Land Taxes which are recommended are estimated to amount to 300*l.* The question has been carefully gone into and I believe it will be found that it is best to take one uniform limit for the exemptions both for lands and houses. The present limit is 5*l.* for all property. The Royal Commissioner recommends that the limit of exemptions for houses should be 20*l.* and there should be a reduction in the tax on lands under 40*l.* in value. In my former despatch I proposed that the limit of exemption should be uniform and fixed at 50*l.*, but this seems unnecessarily high, and as there is no particular principle involved in the amount to be taken as the limit, I would propose, after consultation with Mr. Baynes, the Acting Commissioner, that the limit should be taken at 25*l.* and that all property under that value should be wholly exempted from the taxes. The grounds for recommending one uniform exemption are to simplify the assessment roll and to reduce the number of properties on which collections have to be made, and the reason for taking 25*l.* as the limit is that properties above that value are properties in respect of which some taxation should be collected. As showing this I annex the particulars of such properties in

* No. 4.

the two Parishes first on the rolls. If this free exemption were granted up to 25*l.* the property taxes would yield —

	£
Land Tax	1,633
House Tax	627
Total	2,260

showing apparent loss on the estimates of 590*l.*, but the remainder could be collected without difficulty, and the loss is more apparent than real, for it has not been possible to collect all the small amounts. If properties could be valued by an official Board at, say four-fifths or even three-quarters of their actual value, the rate of taxation could be reduced by one-half and the yield, fairly apportioned, would be some 3,200*l.*, while all injustice or hardship could be prevented by giving an easy appeal to the Courts of Law.

8. The question of licences has been under consideration for two years, and a Bill was prepared to settle all pending questions on this subject, but, for the reasons previously stated, the matter has stood over, and the laws imposing the licence duty have been renewed until the end of the present year.

9. Any withdrawal of the exemption from the licence duty for horses would create as much friction as would be allayed by giving a reduction on the boat licences. They are both the means of locomotion, and the amount of the Revenue to be derived would be trivial. I think, therefore, it would be inexpedient to alter these exemptions. The proposed new licence to export, which is estimated to yield 100*l.*, would be surely used against the small growers to depreciate the price of their produce, and any law requiring such licences would tend to strengthen the combination against the peasantry, who have only small parcels to sell and who cannot themselves export, and who would have to accept what a small band of licensed buyers might agree amongst themselves to offer.

10. These alterations as to licences, and the extent of the exemptions touch, however, only the fringe of the subject. The cause of the existing financial difficulty in Dominica is that the main sources of Revenue cannot be properly collected, in consequence of an organized system of illicit trade, which can only be broken up by using the same means as have to be adopted in all other countries. If it is decided that this shall be done, and the illicit trade is effectually put down, the Revenue will receive the proper yield on the actual consumption, and the amount which is now lost will be sufficient to enable the Island to meet all its expenditure and to provide for its future development.

11. As regards the town of Roseau, the property in it is now assessed for taxation for the General Revenue, and therefore if the cost of the up-keep of the town is to be withdrawn from the General Expenditure, and paid from moneys raised by an additional rate on property, all these properties will have to pay a double tax. The cases of the hardest poverty are in the town, where many persons have merely a shelter, and have no means, as in the country, of raising food. Any increase in the town taxation would be most severely felt, and there would be the cost of a double collection. I believe this double collection to be unnecessary, and that, as explained in my Despatch of the 12th instant,* the solution is to be found, as regards the towns of the Colony, in arranging that the existing taxation on property should be at the disposal of the Local Authorities.

I have, &c.
(Signed) W. F. HAYNES SMITH.

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* No. 4

Enclosure in No. 5.

PROPERTIES, exclusive of HOUSE LOTS, valued at from 25*l.* to 50*l.*, both inclusive.

Number.	Acres.	Houses, Mills, &c.	Value.
		ST. PAUL.	
			£
A. 4	33	New Providence Estate. Iron Mill	40
B. 3	10	Two houses	40
B. 11	18	One house	25
B. 17	46		40
B. 18	4	One house. Cattle mill	30
C. 13	100		50
C. 14	3	One house	25
C. 28	8	Rose Hill Park	30
D. 13	2	One house	25
D. 16	135	Two houses	50
F. 15	130	Lower Mount George (J. Fadelle)	50
F. 19	80	One house. Bernard (Mr. Frampton)	40
G. 2	40		40
G. 12	115	Mount Anthony } R. H. Gordon	50
—	34	Morne Prosper }	
H. 1	81	One house	50
J. 5	6½	Two houses. Cattle mill, boiling house, farine pan, &c.	40
J. 17	95	One house	50
J. 28	18	One house and one lot	40
J. 55	15	One house. Cattle mill, boiling house, &c.	40
J. 67	15	One house	30
L. 15	82	One house	40
L. 24	1½	One house and one lot	25
L. 27	9	Two houses	35
L. 39	80		40
L. 45	13½	Two houses	25
L. 48	20	One house	35
N. 2	2	Two houses and two lots	30
P. 12	6	Two houses	50
R. 1	10	One house	50
R. 2	3½	One house and one lot	25
R. 7	5½	Two houses and one lot	25
S. 1	47	One iron cattle mill	35
T. 1	48		25
T. 2	30	One house. Wooden coffee mill	30
W. 1	52	Cattle mill with buildings	50
W. 11	29	Carrelle (Dr. Williams)	50
		ST. PETER.	
A. 2	18	Wooden mill and boiling house	35
A. 6	8		25
A. 10	30		30
A. 11	58	One house	40
A. 15	7	One house. One coffee mill	45
A. 16	50		50
A. 19	15½	One house	25
B. 2	26		40
B. 4	11	Wooden mill and boiling house	30
B. 12	7		30
D. 8	10	Two houses. Iron mill, boiling house	50
D. 14	28	One house	40
D. 13	10		40
D. 16	15	Wooden cattle mill, boiling house	50
F. 1	68		50
F. 4	4	One house	25
G. 1	3		30
G. 3	5	One house. Wooden mill, boiling house	50
G. 10	4½	One house	30
G. 11	10	Wooden mill, boiling house	40
G. 19	35	One house. Wooden mill	45
G. 25	13		30
G. 27	15	One house	42
G. 32	30	One house	40
G. 41	40		45
J. 2	4	One house	30

Number.	Acres.	Houses, Mills, &c.	Value.
			£
J. 3	10	One house. Wooden mill - - } Same owner - {	30
J. 4	7	One house - - - }	30
J. 8	6	One house and one lot - - - - - -	30
J. 14	24	One house, one iron cased mill - - - -	50
J. 17	20	- - - - - - - - - -	35
J. 23	6	One house, iron mill, and boiling house - - -	40
J. 31	9	- - - - - - - - -	35
J. 32	10	Wooden mill, and boiling house - - - -	30
J. 33	14½	- - - - - -	35
J 38	12	One house - - - - - -	30
J 40	10	One house - - - - - -	25
J. 41	4½	Wooden mill and boiling house - - -	30
J. 49	4	- - - - -	30
J. 70	10	Wooden mill and boiling house - - - -	50
J. 72	7	- - - - -	25
J. 77	10	One house - - - - - -	25
J. 85	8	- - - - -	40
L. 4	25	Two houses - - - - - -	30
L. 10	40	- - - - -	40
L. 13	9	Wooden mill and boiling house - - - }	40
L. 14	10	One house - - - - - - - }	25
L. 17	16	- - - - -	25
L. 23	23½	One house - - - - - -	45
L. 32	66	Iron mill and boiling house - - -	50
L. 40	20	- - - - -	50
L. 42	144	- - - - - -	50
L. 43	50	- - - - - -	25
L. 45	60	- - - - -	30
M. 6	22	- - - - - - - -	40
P. 2	10	One house - - - - - -	40
P. 4	31	- - - - -	35
P. 15	20	- - - - - - -	30
P. 17	12	One wooden mill, and boiling house - - -	40
Q. 1	9	One wooden mill and boiling house - - -	30
S. 3	5½	One house - - - - - -	27
S. 5	19	One house and wooden mill - - - -	50
S. 7	10	- - - - -	25
S. 11	3½	- - - - - -	25
S. 14	5	One house - - - - - -	25
S. 16	6	- - - - - -	45
S. 18	8	One wooden mill and boiling house - -	45
S. 19	10	- - - - - -	30
S. 22	8	- - - - - - -	25
S. 27	10	Wooden cattle mill and boiling house - -	40
S. 34	6	- - - - - - - -	25
S. 39	10	- - - - - - -	30
S. 40	7	Three houses. Wooden mill and boiling house - -	50
T. 2	10	One house. Wooden cattle mill - -	25
Z. 2	12	One house - - - - - - -	50

No. 6.

SIR W. F. HAYNES SMITH to the MARQUESS OF RIPON.

(Received June 14, 1894.)

[*Answered by No. 7.*]

Government House, Antigua,
May 28, 1894.

MY LORD,

I HAVE the honour, in continuation of my Despatch of the 23rd of April last,* to ask your Lordship's permission to submit the following observations on the subject of the Crown Lands and Surveys in Dominica.

2. The Royal Commissioner states that the Government have no means of knowing whether the lands on which many persons are living are their own private property or whether they are the property of the Crown ; but this is not correct and the Government not only have the means of knowing, but do by their own proper officers know, the Government lands. There may, of course, be questions as to where any particular

boundary line may fall in an uncultivated country covered by forest and intersected by deep ravines, because the lands are not occupied, in fact, or cultivated, but the titles to all lands are recorded and the records compare favourably with those in some of the other West Indian Islands. No title except by prescription is good except on documents which have been duly recorded in the Registrar's office and the titles to all lands can be readily traced in these records. The records of the transactions with Crown Lands, considering the circumstances of the Island, are, I think, unusually clear.

3. One of the reasons for the appointment in 1888 of Government officers in each district was to keep a watch on the Crown Lands and prevent that constant pilfering and increasing the area of properties by insensibly shifting boundaries and so extending the occupation where the lands were bordered by Crown Lands. In fact, it was put forward as one of the grounds of complaint alleged at La Plaine that the Government were too strict in this matter, and had brought up persons who had persistently trespassed by clearing "gardens" or small holdings on the Crown Lands and refused to quit after due notice. I have always believed that to allow promiscuous squatting on the Crown Lands in small patches would be to greatly injure the Island and steps have been taken to prevent it.

4. The Title by Registration Acts at first sought to give an indefeasible title to the person obtaining a certificate of title, and the Government were required to make good from the Assurance Fund loss arising from a mistake of parties or of the Surveyor or of the Judge. This was an intolerable position both for a man's neighbour and for the public, who were made liable for any mistake, as a man might lose a large portion of his property in consequence of his neighbour delineating on a plan what he did not possess and the public were to pay the costs. The Judges attempted to mitigate the harshness of this by rules requiring notice to be given to adjacent proprietors, but the rules were not fully understood anywhere, and certainly not amongst a people who did not read or write and only spoke a foreign patois. The law has been altered in some respects but it was manifestly contrary to the first principles of justice that the transactions between the parties should prejudice innocent strangers to the transaction, who had no knowledge of them, and the Judges then made a note on the title which, while binding the parties, prevents innocent strangers being prejudiced, and if this were not done the Legislature would have at once to interfere.

5. The Resolution to which the Royal Commissioner refers was brought forward in the House of Assembly with respect to licensing Surveyors, and I pointed out to the members that there was no objection to licensing any qualified person as a Surveyor, but that it would be necessary, before any surveys could be placed on record, so as to operate as evidence against strangers, that due notice should be given and that all such plans should be inspected and passed by an Officer of Government or the Surveyor General, for otherwise, taken in connection with the Registration of Titles Act, a wide door would be opened to fraud and no person could safely advance money on any property in the Island. For if this were not done any owner of property in Dominica would require to keep an agent constantly on the watch in the Registrar's Office, as a plan might at any time be attached to an incumbrance or conveyance which might defect his title. This was so self-evident that the matter dropped.

6. The people in Dominica seldom attempt to bring their lands under the Title by Registration Acts, except where large properties are concerned or there are special reasons. In the division of properties amongst children there is often no document at all until at length one buys up the interests of the others. These properties could not bear the expense of a survey, and until the family arrangements are worked out a survey would be an useless expense.

7. The Crown Lands are the great asset of the Island and it depends on the manner in which they are dealt with whether the Island becomes prosperous or not. The view I have continuously acted on is that the first step was to construct roads of access to these lands and then to grant the lands for nominal sums on condition that the persons taking up the lands made use of them, and while the conditions should be as favourable and as moderate as possible they should be sufficiently binding to ensure a continuous cultivation. Until these base lines of roads are constructed any attempt to attract people to take up these lands, except on a large scale, would be tempting them to disaster, sickness, and very likely death, and it is because I have felt this very strongly that I have foreborne to reply to the request to draw up statements as to the attractions of these lands. If access be given then the fertility and advantages of the Island can be rightly stated.

8. I have therefore always been opposed to the Crown Lands being frittered away, believing that they ought to be laid out in blocks on proper roads and that to adopt any other course would be to injure the Island. At the same time, where there were any special reasons for issuing grants the applications have been carefully considered and the question as to small holders was tested by the laying out of the Picard Valley in 10-acre holdings. This experiment was inaugurated by my predecessors, but was being completed when I arrived. The holdings have not been taken up.

9. I annex a statement of the total number of applications which for various reasons have not been complied with during the last ten years:—

One in 1884.	Seven in 1889.
None in 1885.	None in 1890.
Two in 1886.	Seven in 1891.
Thirteen in 1887.	Three in 1892.
Fifteen in 1888.	None in 1893.

10. I have, in my previous despatch, endeavoured to explain the cause of the delay on my part in appointing an officer to succeed Mr. Blanc; but that the want of the Government Surveyor was not very urgent is shown by the fact that for the month during which the Government Surveyor has taken up his duties, as I am informed, only one application for a survey has been made.

11. The overdraft on the Crown Lands Fund has been occasioned by the settlement of claims which have been pending for many years before I arrived and as to which the claimants had just claims. They were all patiently and carefully investigated and right was done to them, with the concurrence of the local authorities.

12. What is still required besides constructing the roads is to complete the plans in the manner I proposed in my despatch of 15th December 1892,* so as to show at a glance the lands available to applicants. To go further and to attempt to show private boundaries, so as to bind parties as to boundaries which may alter by subdivision on any death, would require an Ordnance Survey and plans on a large scale, entailing an expense which is not within the means of the Island.

I have, &c.
(Signed) W. F. HAYNES SMITH.

No. 7.

The MARQUESS OF RIPON to SIR W. F. HAYNES SMITH.

SIR, Downing Street, August 31, 1894.

HAVING received and considered your despatches of the dates noted in the margin,* I have now to convey to you my observations on the Report of Sir Robert G. C. Hamilton on the condition and affairs of Dominica, and the decision of Her Majesty's Government as to the future administration of that island.

April 23, 1894.
May 12, „
May 28, „
May 28, „

The condition of Dominica has been for a long time unsatisfactory. Various forms of government have been tried; under none has the island been prosperous and contented. The circumstances which led to Sir R. Hamilton's visit, and the full and able Report which he has submitted, together with your remarks upon it, show that the absence of prosperity is due more to economic and geographical, than to political, causes.

My predecessor in this Department and I, myself, have already, on several occasions, expressed to you our recognition of your energetic devotion to the interests of Dominica, as well as to those of the whole Colony of the Leeward Islands, and have approved various proposals that you have made for developing the resources and improving the administration of this Presidency. Your despatches under acknowledgment confirm the impression that all the more important questions affecting its prosperity which are discussed by the Royal Commissioner have from time to time received your personal attention, and that, as far as circumstances permitted, you have earnestly endeavoured to solve them.

* Nos. 3, 4, 5 and 6.

In saying this much, however, I must add, that, making every allowance for the effects of the disastrous rain-storm of the 19th of February 1891, the expenditure of the Road Loan Funds, and the subsequent expenditure on Public Works which has so largely created the Floating Debt of the Presidency, present some unsatisfactory features, which, as regards the earlier expenditure, were pointed out in the Secretary of State's despatches at the time; and I am left with a strong impression that the very subordinate position in which the Commissioner of Dominica is placed has been prejudicial to good administration.

The most important of Sir R. Hamilton's recommendations is practically founded on this opinion. He goes so far, in consequence, as to propose that Dominica should be withdrawn from the Leeward Islands Federation and be placed under a Lieutenant Governor. Economy and efficiency of administration can, in his judgment, only be secured by the constant attention and supervision of an officer of responsibility and authority resident in the Island.

In this judgment I so far concur that it seems clear to me that the officer at the head of the local government ought to have greater power, responsibility, and freedom of action than the Commissioner of Dominica now possesses. But it is not equally clear to me that, in order to give him this position, it is necessary to separate the Island entirely from the existing Federation; and there are, on the other hand, many very substantial reasons against taking that step. Your despatch of the 12th of May* sets forth some of the reasons which had already presented themselves to me on a first perusal of Sir R. Hamilton's Report. It seems evident that the disjunction of Dominica would not even result in the financial saving expected by him, but would almost certainly entail some increase of expenditure on establishments, even if efficient provision could locally be made for the requisite legal advice to the Government, Inspection of Schools, Audit, and other services now performed by Federal Officers.

I am, therefore, of opinion that it is advisable to retain Dominica in connection with the Leeward Islands Group, whilst securing greater independence and autonomy in regard to local affairs for the Island, and I have accordingly decided that the Island shall be placed under the local supervision of an officer to be called the Administrator, with powers and responsibilities to be hereafter defined, but approaching to those vested in the Administrators under the Governor-in-Chief of the Windward Islands. I shall take early steps for the constitution of this new office, for fixing the salary, and for the appointment of a suitable officer to fill it.

Sir R. Hamilton proposes that the Legislative Council (Assembly) should consist of seven elected members, four non-official members nominated for the duration of the Assembly by the Lieutenant-Governor (that is, the Administrator) in Council, and three official members nominated by the Lieutenant-Governor (Administrator). This recommendation I accept, and I shall be prepared to advise Her Majesty to assent to a law to be passed by the House of Assembly to give effect to it, subject to the following modifications: (1.) Power to be given to the Administrator in Council to remove a nominated member on the ground of circumstances or conduct rendering him unfit for the position, but not on account of his votes or speeches in the Assembly. (2.) The Attorney-General of the Leeward Islands to be *ex officio* a member of the Dominica Assembly, in addition to the three official members above referred to, who would be public officers in Dominica.

The Royal Commissioner advises that the Executive Council should be composed of leading residents in the island, and of local heads of departments. There will continue to be, as now, three unofficial members, nominated from among leading residents, and the official members will in future consist of the Administrator and three officers of the Local Government, together with the Attorney-General of the Leeward Islands whenever he is able to be present.

The Governor of the Leeward Islands will, when he is in the island, preside in the Executive Council.

Following the order of Sir R. Hamilton's recommendations as summarised on page xxxv of his Report, I need only observe that No. (5) suggests, as do Nos. (8) and (20), administrative procedure which will naturally commend itself to the Administrator. The importance of disseminating information as to the cultivation of marketable

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* No. 4.

products has already been recognised in practice under your Government, and attention has been continuously given to economy in all departments of administration.

The Commissioner's recommendation, No. (6), that a loan of 30,000*l.* should be raised to pay off the floating debt, has my concurrence, and a Bill for that purpose must be submitted in due course to the Assembly. I regret that the necessity should have arisen of raising this sum, and that I am unable to accept the suggestion made by both yourself and Sir R. Hamilton that I should propose to the Lords Commissioners of the Treasury to apply to the Imperial Parliament for a grant or for the guarantee of a loan, whether limited to the amount above mentioned, or for a larger sum to include provision for further roads and public works with a view to developing the island.

Dominica has already received considerable aid in the shape of a hurricane loan from the Imperial Treasury, and Her Majesty's Government could not expect with any hope of success to appeal to Parliament to make good an administrative deficit in the finances of the island.

As regards the composition of this deficit, I must observe that a considerable proportion of the expenditure on public works that swells it has been incurred on your own responsibility and without the endorsement of votes of the Assembly, or sanction by the Secretary of State. You will recollect that both my predecessor and I have, from time to time, urged upon you the need of caution in undertaking fresh work, and have requested accurate accounts of expenditure. It appears to me very unfortunate that you should have deprived yourself of the support, and the Presidency of the check on expenditure, which the course of action prescribed by the Colonial Regulations and the continuous publication of full accounts would have supplied. It was the duty of your Auditor-General, in which he appears to have failed, to call your attention, and mine, to these irregularities.

Recommendations No. (7) and Nos. (9) to (18) are proposals with regard to taxation and finance, in which I generally concur. I see, however, no sufficient reason for the exemption from horse tax proposed in No. (19), and any simplification of the tariff must of course be considered in connexion with the same question as affecting the other Presidencies.

I should be glad to see established a municipal authority for Roseau which should administer the local taxation. This, however, as you have pointed out, would not give any relief to the general revenue of the Presidency unless double town rates were to be levied.

I do not doubt that you will be able, in concert with the Administrator who is to be appointed, and with the co-operation of the House of Assembly, to obtain the passing of such measures as may be necessary for effecting these financial recommendations of the Royal Commissioner, subject, of course, to alterations in detail that may be seen to be advisable when the Bills are under consideration.

In accordance with Recommendation No. (22) a surveyor has been sent to Dominica, but it has not appeared that there was any pressing demand for his services. And your Despatch of the 28th of May,* shows that the affairs of the Crown Lands and Survey Department in Dominica have not been so much neglected as the Royal Commissioner was led to believe, but that the records would compare favourably with those of the other West Indian Colonies. Your views and policy, as expressed in that despatch, have my approval, and I trust they may be efficiently carried out.

In proposing Recommendation No. (23), that the saving to be effected by the termination of the federal connexion should be applied to subsidise a steamer to ply round the coast, Sir R. Hamilton appears, as has been observed, to have over-estimated the saving that could possibly be so made. And it has hitherto been found impossible to engage a steamer for such a subsidy as the Island could prudently offer. It will be for the Administrator to consider whether this proposal can in the future be carried out, and what further expenditure, if any, is necessary, or advisable, on roads.

Your remarks in paragraphs 20 and 21 of your Despatch of the 23rd April,† respecting the prevalence of smuggling in Dominica, and the means to be adopted for suppressing it, have not escaped my attention. I have noted with much satisfaction the success that has attended your exertions in this direction in St. Kitts and Nevis, and I am prepared to share your belief that the adoption of similar preventive measures may be productive of equally satisfactory results in Dominica.

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* No. 6. † No. 3.

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Shri Brihad Bhartiya Samaj
on 31 October, 2019

I trust that the measures which will be adopted, giving effect to a great extent to the recommendations of Sir R. Hamilton, to whom Dominica is much indebted for his careful inquiry and able report, will meet with hearty co-operation from all classes of the inhabitants of the Island, and will conduce to bring about a state of greater prosperity than has heretofore been its lot.

I have, &c.
(Signed) RIPON.